DOCUMENT RESUME

ED 475 910 RC 023 943

AUTHOR	Fujioka, Rika
TITLE	Case Study on Education Opportunities for Hill Tribes in Northern Thailand: Implications for Sustainable Rural Development.
REPORT NO	RAP-2002/05
PUB DATE	2002-00-00
NOTE	55p.; Produced by the United Nations Food and Agriculture Organization, Regional Office for Asia and the Pacific.
AVAILABLE FROM	Senior Extension, Education and Communications Officer, FAO Regional Office for Asia and the Pacific, Maliwan Mansion, 39 Phra Athit Road, Bangkok 10200, Thailand.
PUB TYPE	Reports - Evaluative (142)
EDRS PRICE	EDRS Price MF01/PC03 Plus Postage.
DESCRIPTORS	Agency Cooperation; Agricultural Education; Disadvantaged; *Distance Education; Elementary Secondary Education; *Extension Education; Foreign Countries; Geographic Isolation; Human Services; *Indigenous Populations; Institutional Cooperation; Lifelong Learning; Public Policy; *Rural Development; *Rural Education; Sustainable Development; *Vocational Education
IDENTIFIERS	Community Learning Centers; *Thailand

ABSTRACT

This research analyzes the impact of the Thai government's activities to promote educational opportunities for people of the northern hill tribes. In addition to interviews with government and nongovernmental organization staff, field surveys were conducted in hill tribe villages. The introductory chapter provides background information on the hill tribes, which are Thailand's most disadvantaged ethnic minorities. Chapter 2 describes government policies and support programs for hill tribes related to education, including highland community learning centers for basic skills and lifelong learning, distance education efforts, agricultural extension education, development and welfare services, and international and nongovernmental organization support programs. Chapter 3 examines implementation of these policies and programs. Chapter 4 defines the prospects for highland development, placing particular emphasis on the potential of education to improve the livelihood of highland communities. Recommendations include including hill tribe communities in planning and implementing support activities; developing curriculum to correspond to community needs; building the capacity of those engaged in field-level implementation of support activities; increasing collaboration among governmental and nongovernmental organizations and international development agencies; emphasizing integrated approaches to highland development; giving higher prominence to quality of life issues such as education and health care; and harmonizing modern knowledge and technologies with local wisdom and practices in efforts to improve agricultural production, employment, and income generation. Ten appendices present 47 references, a map, a list of interviewees, and information on government agencies' programs. (TD)

Reproductions supplied by EDRS are the best that can be made
from the original document.

RAP publication 2002/05

ED 475 910

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
☑ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

Case study

on

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY

S. M. Hazelman

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

1

EDUCATION OPPORTUNITIES FOR HILL TRIBES IN NORTHERN THAILAND

Implications for sustainable rural development

Food and Agriculture Organization of the United Nations
Regional Office for Asia and the Pacific
Bangkok, Thailand 2002

RC023943

BEST COPY AVAILABLE

The designations employed and the presentation of material in this information product do not imply the expression of any opinion whatsoever on the part of the Food and Agriculture Organization of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

All rights reserved. Reproduction and dissemination of material in this information product for educational or other non-commercial purposes are authorized without any prior written permission from the copyright holders provided the source is fully acknowledged. Reproduction of material in this information product for resale or other commercial purposes is prohibited without written permission of the copyright holders. Applications for such permission should be addressed to the Senior Extension, Education and Communications Officer, FAO Regional Office for Asia and the Pacific, Maliwan Mansion, 39 Phra Athit Road, Bangkok 10200 Thailand.

Photo Credits: R. Fujioka

© FAO, 2002

For additional copies of this publication, please write to:

Senior Extension, Education and Communications Officer
FAO Regional Office for Asia and the Pacific
Maliwan Mansion, 39 Phra Athit Road, Bangkok 10200 Thailand

RAP publication 2002/05

Case study

on

EDUCATION OPPORTUNITIES FOR HILL TRIBES IN NORTHERN THAILAND

Implications for sustainable rural development

By

Rika Fujioka

Food and Agriculture Organization of the United Nations
Regional Office for Asia and the Pacific
Bangkok, Thailand 2002

TABLE OF CONTENTS

Foreword v

Acknowledgements vi

Summary vii

Acronyms x

1 Introduction 1
- 1.1 Purpose of the research 1
- 1.2 Methodology 2
- 1.3 Hill tribes in Thailand – general background 3

2 Government policies and support programmes 5
- 2.1 Government policies 5
  - 2.1.1 The national economic and social development plans 5
  - 2.1.2 The Master Plan on Community Development, Environment and Narcotic Crop Control in Highland Areas 6
- 2.2 Support programmes 7
  - 2.2.1 The Department of Non-formal Education 7
  - 2.2.2 The Department of Agricultural Extension 10
  - 2.2.3 The Department of Public Welfare 14

3 Implementation of policies: analysis of crucial issues 18
- 3.1 Participation of and communication with hill tribe communities 18
- 3.2 Local curriculum development 20
- 3.3 Local capacity-building 21
- 3.4 Inter-organizational collaboration 23

4 Future prospects 25

Annexes

Annex I References 29
Annex II Interviews 32
Annex III Location map 34
Annex IV Monitoring of the Second Master Plan on Community Development, Environment and Narcotic Crop Control in Highland Areas (1997-2001) – summary 35
Annex V DNFE CLCs 38
Annex VI DNFE primary education for hill area community curriculum 1999 39
Annex VII DOAE highland agricultural extension structure 40
Annex VIII DOAE highland community agricultural services and technology transfer centres 41
Annex IX DPW hill tribe public welfare and development structure 42
Annex X DPW hill tribe welfare and development in 1999 and 2000 43

Boxes

Box 1	FAO and education	1
Box 2	International Year of Mountains	3
Box 3	Hill tribes in Thailand	4
Box 4	ATTC, Ban Huai Soi, Hang Dong District	13
Box 5	JOCV assistance to DPW	16
Box 6	Inter Mountain Peoples Education and Cultures in Thailand Association (IMPECT)	17
Box 7	Radio	19
Box 8	The IMPECT experience	21
Box 9	The Royal project	23
Box 10	Community colleges	25

FOREWORD

The Food and Agriculture Organization of the United Nations (FAO) has initiated a broad range of activities to alleviate poverty and hunger by promoting sustainable agricultural development, improved nutrition and the pursuit of food security. As the majority of the rural poor in the region depend on agriculture for employment and income, growth in food production primarily through sustainable gains in productivity will help achieve universal food security. Rural development is another important dimension of FAO assistance, addressing the need for integrated approaches to improve the quality of life of rural populations.

Among the rural population of Thailand, hill tribes are a disadvantaged and vulnerable group of society, largely dependent on agriculture for income and employment. While their socio-economic situation has improved in many aspects in recent years, modernization and influence from the lowlands have led to rapid changes in life patterns within highland communities, where traditional self-sufficiency can no longer be sustained. Lacking skills and means to cope with these changes, highland communities suffer from deterioration in such key areas as agriculture, employment and socio-cultural values.

Given this background, increasing attention is paid to the need of addressing a wide range of issues concerning hill tribe people, not only in the areas of citizenship and land settlement but also in terms of quality of life and welfare. Accordingly, the role of education in improving socio-economic conditions through human resource development is well recognized. In fact, a large number of governmental and non-governmental organizations, civilian and military, national and international, provide support to enhance educational opportunities for hill tribe people. It is expected that enhanced education opportunities, whether formal or non-formal, would engender sustainable socio-economic development for hill tribe communities.

For FAO, education is a prerequisite to building a food-secure world, reducing poverty and conserving and enhancing natural resources. This research is as an attempt to analyse the impact of support activities by the Royal Thai Government in promoting education opportunities for hill tribe people. Of particular interest is how enhancing education opportunities contributes to sustainable rural development, based on improved agricultural production, employment and income generation. For this reason, the research will examine relevant support activities of the Department of Non-formal Education of the Ministry of Education, of the Department of Agricultural Extension of the Ministry of Agriculture and Cooperatives, and of the Department of Public Welfare of the Ministry of Labour and Social Welfare.

It is hoped that this research, being published in the International Year of Mountains 2002, will serve as a basis for possible assistance in Thailand and as an initial example for similar studies with follow-up action in Asia and the Pacific. It is further hoped that the research study will be a reference material for those engaged in support activities for hill tribe people.

R.B. Singh

R.B. Singh
Assistant Director-General
and FAO Regional Representative for Asia and the Pacific

ACKNOWLEDGEMENTS

This research was carried out in collaboration with the Northern Development Centre of the National Economic and Social Development Board (NESDB). Information was obtained from primary and secondary sources (including interviews with relevant organizations and hill tribe communities) at the national and local levels. In addition to interviews with the government and NGO officers and staff, field surveys were conducted in Chiang Mai and Chiang Rai provinces of Northern Thailand.

The author wishes to express her sincere gratitude to the Northern Development Centre for its assistance throughout the research. The author would also like to extend appreciation to the officers and staff of the Department of Non-formal Education (DNFE) of the Ministry of Education; the DNFE Chiang Rai and Chiang Mai offices; the Mae Chaem Non-Formal Education Centre; the DNFE Northern Regional Centre; the DNFE Highland Community Learning Centre in Mae Suai district in Chiang Rai province; the Horticultural Crop Promotion Division of the Department of Agricultural Extension of the Ministry of Agriculture and Cooperatives; the Chiang Mai Agricultural Extension Office; the sub-district Agricultural Technology Transfer Centre (ATTC) of San Sai district in Chiang Mai province; the ATTC offices in Hang Dong and Samoeng districts in Chiang Mai province; the Hill Tribe Welfare Division of the Department of Public Welfare (DPW) of the Ministry of Social Welfare and Labour; the Tribal Research Institute under DPW in Chiang Mai; the Hill Tribe Welfare and Development Centre offices under DPW in Chiang Mai and in Chiang Rai; the NESDB; the Inter Mountain Peoples Education and Culture in Thailand Association (IMPECT); and the Social Research Institute of Chiang Mai University. Furthermore, the author is particularly grateful to the hill tribe people who shared valuable information for the research.

Special appreciation is extended to Malcolm Hazelman, Senior Extension, Education and Communication Officer, FAO/Regional Office for Asia and the Pacific, and Kla Somtrakool, Advisor to the Minister of Education, for support and advice throughout the research. The author is equally grateful for the comments from Ester Zulberti, Chief, Extension, Education and Communication Service, Lavinia Gasperini, Senior Officer (Education), Extension, Education and Communication Service, both from FAO headquarters, and Wim Polman, Rural Development Officer from the FAO/Regional Office for Asia and the Pacific.

SUMMARY

Addressing the need for integrated approaches in development to contribute to improved quality of life for rural people is an important dimension of the assistance provided by FAO. In Thailand, hill tribes are among the most disadvantaged and vulnerable groups of society. Most hill-tribe people engage in agriculture as their main economic activity and in household-based handicraft production as well as wage employment as their secondary sources of income. Their production inputs are limited; they lack access to basic social services, including education and health; and they also lack opportunities for systematic skill development, income and employment. Furthermore, closely knit hill tribe communities holding traditional values and beliefs are breaking apart and losing their identity. It is partly due to factors as the changing pattern of economic activities, growing acceptance of Thai language instruction in schools, exposure to modern knowledge and other religions like Buddhism and Christianity. Communication between the Thai-speaking younger generations and the "illiterate" older generations is sometimes hindered.

Given this recent trend, in addition to long-standing problems such as citizenship and land settlement, a wide range of issues related to hill tribe people are being addressed. Particular emphasis is on the promotion of quality of life and welfare through human resource development. Accordingly, the role of education in improving socio-economic conditions is further recognized.

Education, for FAO, is a prerequisite to building a food-secure world, reducing poverty and conserving and enhancing natural resources. This research is as an attempt to analyse the impact of support activities by the Royal Thai Government in promoting education opportunities for hill tribe people. Government initiatives on hill tribe development date back to 1951, with the objective to provide general welfare services in remote, relatively inaccessible communities affected by poverty. In 1959 the government established the National Committee for the Hill Tribes as the first national-level organization in charge of formulating policies focusing on hill tribe development. To date, the government policy towards the hill tribes is based on the Cabinet resolution of 6 July 1976. The resolution states the government's intention to integrate hill tribe people into the Thai state as self-reliant Thai citizens. In addition, the Master Plan on Community Development, Environment and Narcotic Crop Control in Highland Areas provides the basis for the government's support of hill tribe people, with emphasis on natural resource conservation in highland development. Furthermore, the national economic and social development plans are the key plans underpinning government assistance to hill tribe communities.

Assistance to hill tribe communities has been facing a number of challenges, including geographical isolation (due partly to the hill tribe people's tradition of living in small communities), land settlement (delayed due also to continuous migration of hill tribe people) and communication barriers. Nevertheless, through the wide range of support provided by various governmental and non-governmental organizations, there have been tangible improvements in the socio-economic conditions of hill tribe people. Among these organizations, in order to examine how enhanced education opportunities would help improve agricultural production, employment and income generation, thus contributing to sustainable rural development, this research will look at the activities of the Department of Non-formal Education (DNFE) of the Ministry of Education, the Department of Agricultural Extension (DOAE) of the Ministry of Agriculture and Cooperatives, and the Department of Public Welfare (DPW) of the Ministry of Labour and Social Welfare. DNFE, under the theme of "Education for all", set a policy in

1998-99 to develop highland non-formal education based on the community learning centre model. The department provides educational services to promote literacy among the hill tribes through such programmes as the Hill Area Education project, the Somdet Ya project, and distance education. DOAE has been carrying out highland agriculture development since 1979. The highland agricultural policy of the Ministry of Agriculture and Cooperatives reflects the principles of the Eighth National Economic and Social Development Plan. With the objective of supporting appropriate farmer occupational development for sustainable quality community life and environment, DOAE activities include, in addition to general extension services, Community Agricultural Services and Technology Transfer Centres and the Volunteer Hill Tribe Farmer project. Under the Cabinet resolution of 6 July 1976, DPW was designated as the main coordination agency for issues related to hill tribes. The development activities of DPW focus on human development, permanent settlement and sufficient food production, stressing coexistence between people and forest resources, participatory and grass-roots development, as well as promotion of indigenous knowledge. The department's wide range of support activities are carried out through the Hill Tribe Welfare and Development Centre, DPW mobile units and the Tribal Research Institute.

In the meantime, hill area development, while being considered increasingly important, has not been integrated into the mainstream development policies. Further, assistance to hill tribe people has faced insufficiencies in many respects, due largely to difficulties in physical access to, communication with and frequent migration by hill tribe people, delayed land settlement, and legal problems. In addition to lingering problems deriving from poverty, lack of infrastructure, delayed land settlement, legal status of hill tribe people in Thailand and illegal immigration, new concerns are recently emerging. One problem is the out-migration of the hill tribe labour force (influx of young people into lowlands and cities). Most of these people are unskilled and unprepared for a new environment, and thus susceptible to exploitation and unlawful conduct. HIV/AIDS, prostitution, drug addiction as well as degradation in agriculture and income are other serious problems.

To respond more effectively to the lingering and newly emerging problems, it would be important to improve the efficiency and complementarities of support programmes to supplement the limited budget and personnel. Issues that merit further attention would include participation of and communication with hill tribe communities in planning and implementing support activities; local curriculum development in formal and non-formal education corresponding to the community needs and realities; capacity-building of those engaged in the field-level implementation of support activities; and collaboration among governmental and non-governmental organizations concerned. In enhancing assistance to hill tribe people, integrated approaches to highland development would need to be emphasized as a means to address a wide range of problems. Particularly, quality of life issues that include education and health care would need to be given higher prominence, as they would contribute to the human potential and self-reliance of highland communities. Enhancement of education opportunities in such a way as to contribute to improved agricultural production, employment and income generation should be based on efforts to harmonize modern knowledge and technologies with local wisdom and practices. In supporting such efforts in Thailand, international development agencies would need to strengthen partnership in advocating sustainable highland development. FAO has the potential to promote such areas as sustainable highland agriculture, local curriculum development, capacity building of decentralized organizations, community resource management and small enterprise development.

Education, along with infrastructure, communication and health care, is an indispensable enabling factor for enhancing rural livelihood. It enables hill tribe people to take fuller advantage of employment and

training opportunities, whether they choose to stay in their communities or decide to earn income in urban areas. Consequently, hill tribe people, based on the skills they acquired, would be in a position to reinforce their income-generating capacities and socio-economic potential, which will be the foundation of sustainable rural development.

ACRONYMS

ATTC	Agricultural Technology Transfer Centre/ Community Agricultural Services and Technology Transfer Centre
CLC	Community Learning Centre
DNFE	Department of Non-formal Education (Ministry of Education)
DOAE	Department of Agricultural Extension (Ministry of Agriculture and Cooperatives)
DORA	Department of Local Administration (Ministry of Interior)
DPW	Department of Public Welfare (Ministry of Labour and Social Welfare)
FAO	Food and Agriculture Organization of the United Nations
HAEP	Hill Area Education Project
HCLC	Highland Community Learning Centre
ILO	International Labour Organization
IMPECT	Inter Mountain Peoples' Education and Culture in Thailand Association
IYM	International Year of Mountains
JICA	Japan International Cooperation Agency
NESDB	National Economic and Social Development Board
NFE	Non-formal education
NGO	Non-governmental organization
RFD	Royal Forestry Department (Ministry of Agriculture and Cooperatives)
RTG	Royal Thai Government
TAO	*Tambon* (sub-district) Administrative Organization
UN	United Nations
UNICEF	United Nations Children's Fund

1. Introduction

1.1 Purpose of the research

Addressing the need for integrated approaches to improve the quality of life of rural populations is an important dimension of the assistance provided by FAO. Among the rural population of Thailand, hill tribes are a disadvantaged and vulnerable group of society, being largely dependent on agriculture for income and employment. Today, increasing attention is paid to the need to address a wide range of issues concerning hill tribe people, not only citizenship and land settlement issues but also quality of life and welfare. Accordingly, the role of education in improving socio-economic conditions through human resource development is well recognized.

Box 1: FAO and education

To expand access to education, FAO supports initiatives aimed at improving children's health and capacity to learn skills for life. Agricultural extension, which is an important channel to foster knowledge and skills, is one means to help alleviate poverty and improve food security. FAO assists rural people, through educational procedures, in improving farming methods and techniques, to increase production efficiency and income, to better their livelihood and to raise the social and educational standards of rural life. FAO focuses on strengthening the capacity of governmental and non-governmental organizations to help rural men, women and youth acquire the knowledge and skills they need to improve their productivity, income and quality of life, and manage in sustainable ways the natural resources on which they depend.

Source: *Strengthening capacity through knowledge and information for sustainable rural development.*

For FAO, education is a prerequisite to building a food-secure world, reducing poverty and conserving and enhancing natural resources[1]. In many instances a major proportion of the population struck by poverty is rural, illiterate and undernourished. Poor people are caught in the vicious cycle of being unable to access the very services and opportunities, such as education, gainful employment, adequate nutrition, infrastructure and communication, that might contribute to alleviate their poverty. While there is no single solution to the alleviation of rural poverty, education, whether formal or non-formal, is one of the most critical elements. With basic education people are better equipped to make more informed decisions for their lives and communities, while being active participants in promoting the economic, social and cultural dimensions of development. It is equally accepted that without basic literacy and numeracy, people face limited employment opportunities, except for basic wage labour. Promoting education and training opportunities is therefore essential for poverty alleviation and sustainable rural development[2].

The focus on production agriculture in former times has now shifted to rural development. There is also a growing recognition of the diversification of the rural population. Contrary to the past when "rural" was synonymous with agriculture, those who live in rural areas now engage in various activities under various settings: some engage in agriculture in small villages; others earn income from off-farm occupations in larger market towns. What is needed today, therefore, is a broader education approach that corresponds to the needs of diversified rural people residing in "rural space".[3]

In reflection of the afore-mentioned development on the role of education in contributing to sustainable rural development, this research is an attempt to analyse the impact of support activities of the Royal Thai

[1] *Targeting the Rural Poor: The Role of Education and Training*
[2] Idem
[3] Idem

Government to promote education opportunities for hill tribe people. Particular emphasis is placed on how education, whether formal or non-formal, contributes to improve the livelihood of highland communities. A large number of governmental and non-governmental organizations, civilian and military, national and international, provide support to enhance educational opportunities for hill tribe people. In order to assess how enhanced education opportunities help improve agricultural production, as well as employment and income generation, thus contributing to sustainable rural development, the research will look at the activities of the Department of Non-formal Education of the Ministry of Education, the Department of Agricultural Extension of the Ministry of Agriculture and Cooperatives, and the Department of Public Welfare of the Ministry of Social Welfare and Labour.

1.2 Methodology

The information and analysis of this research are based on primary and secondary sources (including interviews with relevant organizations and hill tribe communities) collected at the national and local levels. The research was carried out in collaboration with the Northern Development Centre of the National Economic and Social Development Board (NESDB)[4]. In addition to interviews with government and NGO officers and staff members[5], field surveys were conducted in Chiang Mai[6] and Chiang Rai provinces of Northern Thailand (see Annex III for the location map). Along with Karen and Hmong communities (the two largest ethnic groups in Thailand), the survey was conducted in Akha, Lahu and Lua villages which receive assistance from either one or more of the government agencies mentioned above.

The introductory chapter provides background information on the hill tribes. Chapter Two describes the government policies and support programmes for hill tribes related to education. Chapter Three examines the implementation of these policies and programmes by focusing on crucial issues, including: (1) participation of and communication with hill tribe communities; (2) local curriculum development; (3) local capacity-building; and (4) inter-organizational collaboration. Based on the analysis, Chapter Four attempts to define the prospects for highland development. Particular emphasis is placed on the potential of education in contributing to improving the livelihood of highland communities.

Being published in the International Year of Mountains 2002, the research findings could serve for FAO as a basis for possible assistance in Thailand and as an example for future similar studies with follow-up action in Asia and the Pacific. For our research collaborator, NESDB, the research study could be a reference material to promote government actions on the subject.

---

[4] NESDB, established in 1959 as the central planning authority of Thailand, is responsible for the formulation of the national economic and social development plans. Its scope of work includes formulation of five-year and annual development plans, study, analysis and recommendation of solutions of development problems and identification of development opportunities, appraisal, implementation coordination and monitoring and evaluation of development projects in line with the national plan.

[5] In order to respect the wishes of the interviewees, specific references to interviewees will not be made in this case study.

[6] Chiang Mai has the largest number of tribal people in Thailand.

Box 2: International Year of Mountains

FAO is designated as the lead agency in collaboration with governments, NGOs and UN agencies for the UN International Year of Mountains (IYM) in 2002. One of the goals of IYM is to make the world aware that the threat of hunger can be particularly severe in mountain communities, where transport and communications networks are limited and social services scarce. The FAO mandate *"is to combat hunger wherever it is found, and as lead agency for the IYM, it has made a commitment to make sure that mountain communities receive the attention that they need"*[7].

IYM represents an important step in a long-term process since the Rio Earth Summit[8]. To raise awareness on mountain ecosystems, IYM would stimulate processes to ultimately advance mountain community development by: ensuring the wellbeing of mountain communities through mountain conservation and sustainable development; raising awareness of and knowledge on mountain ecosystems; promoting and defending cultural heritage of mountain communities; and promoting peace-making in those regions.

Source: IYM website (http://www.mountains2002.org)

1.3 Hill tribes in Thailand – general background

In Thailand, the term "hill tribes" designates ethnic minorities, most of whom live in the remote highland areas of the country[9]. There are in total 3 527 hill tribe villages in 20 provinces of Thailand, comprising 133 070 households and 751 886 persons. The largest tribal group is Karen (46.18 percent), followed by Hmong (16.32 percent) and Lahu (11.21 percent). Of all the provinces, Chiang Mai has the largest hill tribe population; i.e. 1 072 villages with 33 573 households and 190 795 persons. Hill tribe people are among the most disadvantaged groups of the country, due largely to a lack of infrastructure, limited access to Thai citizenship and delayed land settlement (partly because of their traditional way of living in small communities and migrating frequently). Living in relative cultural isolation and with distinctive linguistic and cultural backgrounds, hill tribe people lack a sense of national identity. Although the majority of the first-generation hill tribes have obtained Thai identification, the Ministry of Interior is cautious about granting Thai identity to newly immigrated hill tribes, because of their alleged involvement in illegal trafficking. With the variety of laws involved, the legal status of hill tribes fluctuates between "naturalized", "alien" and "illegal". Besides, aggravated by cultural misunderstandings, they have often been associated with political infiltration and insurgency[10].

Hill tribe people face a higher degree of poverty than other groups in Thailand.[11] The majority are engaged in agriculture as their main economic activity, and household-based handicraft production and wage employment as secondary sources of income. Production inputs are limited, they lack access to basic social services (including education and health) and they also lack opportunities for systematic skill development, income and employment. Population growth at an annual rate of 2.9 percent (compared

[7] "Global IYM launch highlights peace", IYM website (http://www.mountains2002.org/news/)

[8] Chapter 13 of Agenda 21, "Managing fragile ecosystems: sustainable mountain development", placed mountains on an equal footing with climate change, tropical deforestation and desertification as a key issue in the global debate on environment and development.

[9] *Tribal Population Summary in Thailand*

[10] Tribal Research Institute website at http://www.chmai.com/tribal/

[11] It is reported that the annual per capita income for hill tribes was 2 500 baht (about US$100) in 1994 and in 1996, approximate income per family of 5 to 6 persons 14 000 baht (*Hill Tribe Welfare and Development in Thailand*). National averages in 1994 and 1996 were 61 903 baht and 76 804 baht respectively, and the northern region averages were 30 607 baht in 1994 and 38 228 baht in 1996 (*The National Gross Domestic Product of Thailand*, 1998 version)

with the national average of 1.2 percent)[12] is also an issue of concern, in addition to natural resource and environmental degradation.

Box 3: Hill tribes in Thailand

Hill tribe people in Thailand originate from three linguistic stocks and can be categorized into two geographical groups, i.e. low hill (Karen, Lua, Khamu and H'tin tribes) and high hill (Meo, Yao, Lahu, Lisu and Akha tribes). They practise three principal forms of land use, i.e. pioneer swidden agriculture, land rotation and wet (paddy) rice. The former group tends to practise an ecologically informed mode of shifting cultivation based on, wherever possible, rice production. They are considered to be indigenous to Thailand and the adjoining areas of Myanmar and Laos. The high hill group, engaged in high-altitude agriculture, migrated to Thailand from Myanmar, Laos and Southern China within the last century.

Source: *Hill Tribe Welfare and Development in Thailand*, Hill Tribe Welfare Division, Department of Public Welfare

In the past, highland communities have often been associated with problems such as shifting cultivation, watershed forest destruction and opium cultivation. Government assistance to hill tribe people therefore mainly focused on such areas as forest destruction, narcotics, and national security. Land settlement and granting of national identity were also priority issues. Providing assistance to remote and scattered highland communities has been difficult, in addition to communication barriers with people speaking distinctive languages.

In recent years, in addition to citizenship and land settlement issues, promotion of quality of life and welfare in highland development has been drawing increasing attention[13]. Closely knit hill tribe communities holding traditional values and beliefs are breaking apart and losing their identity. It is partly due to factors as the changing pattern of economic activities, growing acceptance of Thai language instruction in schools, exposure to modern knowledge and other religions like Buddhism and Christianity. Their traditional ways of life do not always fit in with the present socio-economic and political conditions of the rest of the country, and a sense of individualism is growing among youngsters. Communication between the Thai-speaking younger generations and the "illiterate" older generations is thus sometimes hindered.[14]

There has been growing recognition of the role of education for children, youth and adults to contribute to sustainable rural development. While an increasing number of hill tribe children attend primary schools at the initiative of their communities and of the Thai government, access to higher education and to post-study employment are still limited. In terms of vocational knowledge and life skills learning, training programmes provided by various governmental and non-governmental organizations conventionally tend to be short-term in nature. Moreover, due to limited funds, non-correspondence with existing skills, and low market prospects, hill tribe people have difficulty in sustaining the skills acquired.

Lua women and children

[12] *Hill Tribe Welfare and Development in Thailand*

[13] Field interview, NESDB, 07/07/01

[14] According to the survey conducted in 1996-1997 by the Tribal Research Institute under the Department of Public Welfare, 25 percent of those surveyed between the ages of 14 to 60 could not write their names in Thai and 11 percent of those surveyed between the ages of five to fourteen could not speak Thai. (*Department of Non-formal Education*, p.45)

2. Government policies and support programmes

2.1 Government policies

The first government initiatives for hill tribe development were taken in 1951 with the aim of providing general welfare services in remote, relatively inaccessible and poverty-stricken communities. To intensify development activities, the government established in 1959 the National Committee for the Hill Tribes[15] as the first national-level organization in charge of formulating policies focusing on hill tribe development. To date, the government policy towards the hill tribes is based on the Cabinet decision of 6 July 1976, which states the government's intention to integrate hill tribe people into the Thai state and to give them full rights to practise their religions and maintain their cultures as "first class", self-reliant Thai citizens. In addition, due to rapid environmental degradation in highland areas, the government now places further emphasis on natural resource conservation in its highland development policies. This has led to recent efforts to promote "subsistence production" (to achieve sufficient self-supply) and natural resource protection with further environmental considerations, rather than cash-crop production which depends on modern technology.

In the period when hill tribes were allegedly associated with communist insurgency, the Thai authorities endeavoured to improve relations with hill tribes and to promote permanent settlement where services could be concentrated and movements controlled. When the insurgency problem subsided in the early 1980s and international pressure on drug-abuse prevention and control grew, the focus shifted to curbing opium production by both local and international agents. With the growing environmental concern, the focus has shifted again, this time to natural resource conservation.

Currently there are eleven government ministries involved in hill area development, namely the ministries of Interior, Defence, Public Heath, Education, University Affairs, Agriculture and Cooperatives, Science, Technology and Energy, Finance, Communication, and Industry, and the Prime Minister's Office. Under these ministries are 31 departments and 168 agencies with either a mandate or a commitment to support hill tribe communities. The national economic and social development plans and the Master Plan on Community Development, Environment and Narcotic Crop Control in Highland Areas are the key plans underlining the government's support activities to hill tribe communities.

2.1.1 The national economic and social development plans

<u>The Eighth National Economic and Social Development Plan (1997-2001)</u>

The 1997 Thai constitution and the Eighth National Economic and Social Development Plan[16] (1997-2001) have provided the direction for the development of hill tribes to be self-reliant and able to improve

[15] The National Committee for the Hill Tribes later changed its name to the Committee for the Solution of National Security Problems Involving Hill Tribes and the Cultivation of Narcotic Crops. The Cabinet set up in 1986 a regional organization known as Centre for the Coordination of Hill Tribe Affairs and Eradication of Narcotic Crops under Military Region Three in Northern Thailand.

[16] The National Economic and Social Development Plan, which is the guideline for national development of Thailand, is formulated by the National Economic and Social Development Board (NESDB).

their quality of life[17]. The plan aims at dealing effectively with the challenges of social change and with the unbalanced pattern of development (characterized by unequal distribution of wealth, urban-rural disparity, social problems and environmental degradation) and at realizing the long-term vision of Thailand becoming a fully developed country by the year 2020.[18]

The Ninth National Economic and Social Development Plan (2002-2006)

The Ninth National Economic and Social Development Plan is based on the philosophy of "self-sufficiency economy" bestowed by His Majesty the King as the guiding principle of national development and management. The plan takes into consideration Thailand's past development performance, the management of rapid changes under globalization and the need to strengthen "desirable" values. Building on the eighth plan which advocated a holistic people-centred development approach, the ninth plan places the main emphasis on the balanced development of human, social, economic and environmental resources, with the priority goal of pursuing good governance to achieve real sustainable people-centred development[19].

The ninth plan is consistent with the previous plan, which focused on human resource development and people's participation in national development. The plan aims mainly at poverty alleviation, recovery with sustainability and stability, good governance and strengthening development foundations. It also emphasizes the growing significance of the role of civil society in decision making. Participatory planning approaches were widely applied during the formulation of the plan. Hill area development will be a part of human resource development and social protection strategies, particularly for the poor and the underprivileged. The plan is enacted in the fiscal year 2002 (October 2001–September 2002), with the aim of promoting lifelong learning processes through education reform and skill development.

2.1.2 The Master Plan on Community Development, Environment and Narcotic Crop Control in Highland Areas

Following the Cabinet resolution of 7 February 1989 on hill tribes and narcotic crops, the First Master Plan (1992-1996) was formulated to serve as a framework among the concerned government agencies in preparing their own operational plans. As a follow-up, the Second Master Plan (1997-2001)[20] was drawn up to solve problems in highland areas, with special emphasis on the integration of hill tribe people into the national administration system. Under the master plans, the following main aspects of assistance to hill tribes are stipulated:

---

[17] *DPW Annual Report* 1999, p. 94

[18] The objectives of the eighth plan were to 1) foster and develop the potential of all Thais; 2) develop a stable society, strengthen family and community, support human development and improve the quality of life; 3) promote stable and sustainable economic growth and empower the people; 4) use, preserve and rehabilitate the environment and natural resources in favour of economic and social development and of a better quality of life; and 5) reform the system of public administration to allow greater participation of non-governmental organizations, the private sector, communities and the public in the process of national development.

[19] The objectives of the ninth plan are to: 1) promote economic stability and sustainability; 2) establish a strong national development foundation; 3) establish good governance at all levels of Thai society; and 4) reduce poverty and empower Thai people.

[20] In this second plan, there are four major objectives: 1) citizenship, 2) natural resource conservation, 3) permanent settlement and 4) quality of life improvement and preparation for integration into the normal development system without affecting the natural resources (*Report on Monitoring the Second Master Plan on Community Development, Environment and Narcotic Crop Control in Highland Areas 1997-2001).*

- *Political and administrative affairs*: census survey and registration of hill tribes as Thai citizens[21], promotion of permanent settlement, preparation of tribal communities to merge into the current administrative system, law enforcement in tribal areas and prevention of in-country and border area migration;
- *Socio-economic development*: income generation through employment creation, improvement of the quality of life through the provision of basic infrastructure, particularly in health and education, and control of narcotic crop cultivation by reducing areas and output quantity; and
- *Natural resource and environmental conservation*: development of conservation-based land use systems and plan[22].

2.2 Support programmes

A number of organizations carry out support activities in line with the plans and policies as described in the previous section. Since the research objective is to analyse the role of education for sustainable rural development in mountain communities, the first chapter will describe examples of the relevant support activities of the Department of Non-formal Education, Ministry of Education, of the Department of Agricultural Extension, Ministry of Agriculture and Cooperatives, and of the Department of Public Welfare. According to their policies on assistance to hill tribes, which are translated into field-level programmes and projects, these departments set up divisions working specifically on highland issues both at the central and local levels.

2.2.1 The Department of Non-Formal Education

The Department of Non-formal Education (DNFE) of the Ministry of Education aims at providing the public countrywide with access to lifelong education opportunities[23], particularly for the out-of-school and the underprivileged based on their readiness, needs and interests at any time. DNFE employs various strategies, such as decentralization, participation, network construction and mobilization, in such a way that the target groups at all levels can obtain basic and vocational education, skills training as well as up-to-date information through a variety of non-formal and informal education programmes.

DNFE has three main tasks: (1) organize and promote non-formal education, (2) render support to, cooperate with and encourage the formal schooling system, and (3) organize and promote informal education, for which hill tribe people are one of the target groups.[24]

---

[21] Within the second master plan, the government places greater emphasis on registering and granting citizenship to hill tribe people. The budget was allocated from the Miyazawa loan. (The Miyazawa loan is 5.4 billion baht of assistance received from the Japanese government after the economic crisis for rural development purposes; it ended in September 2000.)

[22] *Hill Tribe Welfare and Development in Thailand*

[23] According to the National Education Act of 1999, there shall be three types of education: formal, non-formal and informal. Formal education shall specify the aims, methods, curricula, duration, assessment and evaluation conditional to its completion. Non-formal education shall have flexibility in determining the aims, modalities, management procedures, duration, assessment and evaluation conditional to its completion. The contents and curricula for non-formal education shall be appropriate, responding to the requirements and meeting the needs of individual groups of learners. Informal education shall enable learners to learn by themselves according to their interests, potentialities, readiness and opportunities available from individuals, society, environment, media or other sources of knowledge. (*Department of Non-formal Education, 2001*)

[24] *Department of Non-formal Education*, p. 11

2.2.1.1 The DNFE hill area policy

"Education for all" is the underlying theme in DNFE activities. In compliance with the new national legislation for education reform, based on the 1999 National Education Act, DNFE emphasizes the following:

- Provide a variety of non-formal and informal education programmes responsive to the needs of the individuals, communities and particular areas.
- Put emphasis on lifelong education through various means, including distance education and all kinds of educational media.
- Consider the disadvantaged people as the most important target group of DNFE, including hill tribes, the disabled and street children, who should be served also by NGOs and private-sector entities. DNFE realizes the need of mobilizing the strength and services of all NGOs in order to supplement governmental organizations, which may not reach all the target communities. The disadvantaged groups are supposed to be provided with basic education as well as vocational training for job opportunities.
- Decentralize the non-formal education administration system to the local level to manage, plan and operate educational programmes[25].

To enhance educational opportunities for hill tribes, DNFE in 1998-1999 set a policy to develop highland non-formal education based on the community learning centre (CLC[26]) model[27]. The centres provide educational services to promote literacy among the hill tribes. Hill tribes have opportunities via DNFE programmes for informal education such as learning from local wisdom, including culture and community-based knowledge. Local (folk) media plays an important role in passing on knowledge and social values through secular kinds of performances[28].

2.2.1.2 DNFE support activities[29]

The Hill Area Education project

Jointly organized in 1981 by DPW and DNFE, the Hill Area Education project (HAEP) aims at providing educational services responding to the needs and problems of hill tribe communities, through a flexible, low-cost, community-based learning model. HAEP uses an integrated approach combining support of governmental and non-governmental organizations with community participation.

The HAEP philosophy is to reinforce already available knowledge and resources in the villages to implement participatory education for community development. In order to raise the sense of community ownership, a highland community learning centre (HCLC) is built by the villagers, using local materials.

---

[25] *Department of Non-formal Education*, p. 9

[26] Community Learning Centres, located in and managed by communities, provide various kinds of knowledge in terms of lifelong learning for community members. Activities carried out include basic education, vocational and skill training, information services, as well as activities to promote quality of life. Currently there are 5 868 community learning centres countrywide (*DNFE brochure*, 2000). See Annex V for CLC structure and management.

[27] *Case Study: The Hill Tribe Community Learning Centre Mae Fa Luang*

[28] *Education in Thailand 2000/2001*, p. 42

[29] While the DNFE central office does not have a division specifically dealing with hill tribe issues, it renders support to the regional centres (in the case of Northern Thailand, the DNFE Northern Region Centre is in Lampang, with the hill tribe division).

A volunteer teacher, as a community member, is sent to live in an HCLC, which any community member is welcome to visit.

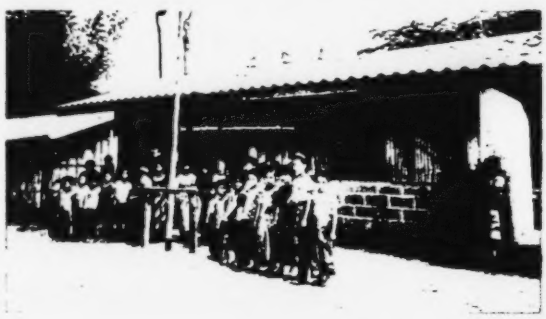
Classes are conducted both for children and adults, based on a community-oriented curriculum which includes 35 percent of basic skills (including Thai language and mathematics) and 65 percent of life and social experience (consisting of 19 basic topics/units and a completely open-ended local curriculum)[30]. The curriculum is not graded. Completion of curricular objectives does not have to conform to fixed course duration. Children are required to spend some 6 000 hours to complete the entire course (see Annex VI for primary education for the hill area community curriculum) and adults about 1 200 hours.

Learning achievements are assessed by teachers along with villagers or officials according to different methods and criteria including gender, age, ethnic group, etc[31]. In addition to learning classes, HCLC offers radio and satellite programmes[32]. Self-study by community members is also encouraged.

❖ *The Mae Fa Luang Hill Area Community Learning Centre*

In commemoration and in honour of Her Royal Highness the Princess Mother, His Majesty conferred the name "Mae Fa Luang" to HCLC. Countrywide, by 2000 there were HCLC in 648 villages with 1 236 volunteer teachers and 97 000 learners[33]. Currently Mae Fa Luang educational activities are divided into three categories:

Mae Fa Luang CLC in Chiang Rai (Lahu tribe community)



- Basic education: general education programmes of pre-school, primary and secondary levels.
- Information service: provision of practical knowledge through mass media.
- Vocational skill training: focusing on developing skills, either to supplement existing skills or cultivating new ones.

❖ *The Somdet Ya project*

The Somdet Ya project, implemented on a pilot basis from 1999 to 2004 as collaboration between Her Majesty the King's Mother Project, the *Tambon* (sub-district) Chang Koeng Administrative Organization and DNFE, is carried out in the vicinity of the Mae Chaem district centre in Chiang Mai province.

The Somdet Ya project has four objectives: (1) provide three-year education opportunities up to the ninth grade (M3), including life skills training (such as agriculture and traditional weaving) to hill tribe youths; (2) serve as a suitable model for hill tribe education in accordance with the National Education Act 1999; (3) give opportunities for disadvantaged children to be volunteer teachers in their

[30] *Hill Area Education Project*
[31] *Department of Non-Formal Education*, 2001, p.43
[32] *Case Study: The Hill Tribe Community Learning Centre Mae Fa Luang*
[33] Field interview, DNFE, 10/07/01

communities; and (4) encourage community participation in education and training. There are currently 30 students (18 boys and 12 girls, mainly Karen), who have completed six years of primary education under Mae Fa Luang, staying in the school compound (community learning centre) and sharing every aspect of life[34].

Distance education

- Thaicom

The Distance Education via Satellite project was initiated under the Seventh National Economic and Social Development Plan (1992-1996), which emphasized human resource development as an important means to guide the nation's development. In 1994 the Cabinet passed a resolution to grant the Ministry of Education permission to launch the Distance Education via Satellite project in collaboration with the private sector. The project was an attempt to apply advanced satellite communication technology to improve the education system. The purpose was to expand educational opportunities and to raise educational standards for students in remote areas to be able to receive quality education by satellite television broadcast. The Ministry of Education and the Thaicom Foundation signed a memorandum of assistance and collaboration for the use of a satellite in distance education management.

Distance education through television programmes via satellite has also become an alternative technology for the implementation of the government policy of expanding basic education from six to nine years[35]. DNFE is designated to supervise the administrative organization of the Thaicom project. For this purpose the Thaicom Distance Education Centre was established under DNFE. An educational television station has also been established to broadcast satellite distance education programmes, transmitting signals from the Thaicom-linked satellite. The Thaicom Distance Education Centre collaborates with the DNFE Centre for Educational Technology and the DNFE Development Division responsible for the production of distance education programmes and printed materials.

The project planned to acquire a total of 6 000 sets of the equipment (a small satellite dish, an integrated receiver and decoder and a television set). So far, a total of 15 590 sets have been obtained and installed, including in remote areas[36].

2.2.2 *The Department of Agricultural Extension*

Since its inception in 1967 the Department of Agricultural Extension (DOAE) of the Ministry of Agriculture and Cooperatives has aimed to help raise farm income and upgrade rural standards of living, which would result in stability for the economy and society as a whole. The department has been tasked to provide extension services and transfer knowledge and technology on crop production and agribusiness to farmers and to promote and enhance the formation of farmers' groups as units to obtain and disseminate agricultural information and carry out activities.

---

[34] Visit to the Somdet Ya Project in Mae Chaem district, Chiang Mai, 09/07/01

[35] The National Education Act of 1999 advocates the provision of 12 years of basic education to all, in line with which the Ministry of Education is in the process of extending compulsory education from six to nine years. (*Basic Information for the Establishment of Community Colleges in Thailand*)

[36] Most of DNFE CLCs visited during the field missions had Thaicom equipment.

The DOAE approach has evolved over time. In the first phase (1967-75) extension was done mainly through "institutions" (of farmers, youth groups and so forth), with emphasis on large demonstration plots, production contests and exhibitions. The ratio of extension agent to farm families was 1:4000. During 1975-77, upgrading farmers' standards of living by productivity improvement and increasing production through irrigation were among the government's priorities. Farm family development by newly recruited home economists was also encouraged. In the following period (1977-92) the government sought a World Bank loan to strengthen and expand the extension delivery system. The extension agent-to-farm family ratio was improved to 1:1000. With marketing and socio-economic changes, the current agricultural system emphasized human resource development (for extension personnel and farmers) and the use of appropriate technology. Regional and provincial governments are given more responsibilities. Collaboration with other governmental agencies, private sector and local organizations is also encouraged[37].

2.2.2.1 The DOAE hill tribe policy

Highland agriculture development has been carried out since 1979. The Ministry of Agriculture and Cooperatives adopted the highland agricultural policy under the Eighth National Economic and Social Development Plan, with the objective of supporting appropriate farmer occupational development for sustainable quality community life and environment.

The DOAE highland development strategy involves:

- Promoting agricultural activities that support and facilitate sustainable environmental management and solve problems linked to natural resource destruction.
- Implementing a biodiversity plan of action in favour of sustainable biodiversity conservation and use, while recognizing local wisdom.
- Modifying planning and budgeting practices in response to more sustainable natural resource management (in particular, watershed development and location-specific management).

In line with the government's Master Plan for the Development of Highland Communities, Environment and Control of Narcotic Crops, DOAE has also set up policies on highland agricultural extension as follows:

- Promote food crop production sufficient for local consumption;
- Promote cash crop production as alternative to opium cultivation;
- Promote the establishment of farmer institutions as a means to stimulate farmers' joint efforts;
- Promote efficient natural resource use and conservation in agriculture; and
- Collaborate closely with other governmental and international agencies[38].

Accordingly, DOAE has the following responsibilities for highland agricultural extension: policy and work-plan formulation for occupational promotion, according to the National Social and Economic Development Plan; project monitoring and implementation supervision; and collaboration with other agencies (see Annex VII DOAE highland agricultural extension structure).

---

[37] Department of Agricultural Extension

[38] *Country Reports for Study Meeting on Sustainable Farming Systems in Upland Areas*

2.2.2.2 DOAE support activities

The highland agriculture extension unit

The DOAE Highland Agricultural Extension Sub-Division (under Horticultural Crop Promotion Division) was established to collaborate with the Royal project. There are five programmes:

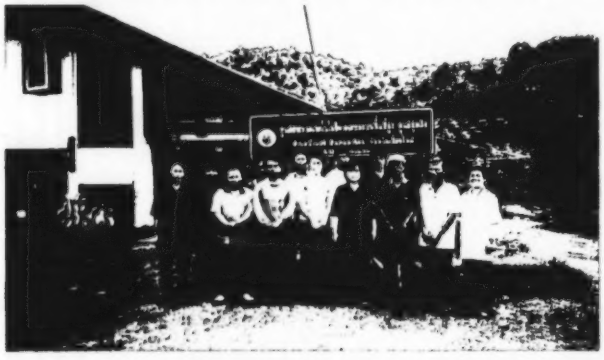
- Infrastructure development
- Human resource development
- Comprehensive agricultural development
- Home economics development and promotion
- Public relations

Community Agricultural Services and Technology Transfer Centres (ATTC: Agricultural Technology Transfer Centres[39])

The Agricultural Technology Transfer Centre (ATTC) programme was established in 1999 with the aim of transferring agricultural knowledge and providing one-stop services to local farmers. The underlining concept was farmers' participation in decision making and in formulating and managing their own farm plans. Community-centred development is the basis of ATTC implementation. ATTC activities are carried out in collaboration with a wide range of partners including the Royal project, the Royal Irrigation Department, the Livestock Department, district health centres and the *Tambon* (sub-district) Administration Organization.

In order to reinforce community-based approaches and in line with the government's decentralization policy, ATTC was renamed in 2001 the Community Agricultural Services and Technology Transfer ATTC. It aims to address the need of small farmers for further support and to seek alternative strategies for a more integral and systematic development approach that can truly serve the needs of local communities[40].

Hmong community members at an ATTC adjacent to the Royal project (Hang Dong district, Chiang Mai)



ATTCs are normally located in community areas, such as sub-district government offices. ATTC steering committee members are appointed from among community representatives and state officials. The management is under the chairmanship of the district DOAE chief, in collaboration with an extension agent, who is also the director of ATTC. Resource farmers are encouraged to use certain sites in sub-districts to demonstrate and transfer their knowledge to other farmers[41].

[39] The Thai name, "Agricultural Technology Transfer Centre", was changed to "Community Agricultural Services and Technology Transfer Centre". However, as the English name and the functions are unchanged, in this case study the Agricultural Technology Transfer Centre and the Community Agricultural Services and Technology Transfer Centre will be referred to as ATTC.

[40] *Thailand's Experience with Lifelong Learning via Community Agricultural Services and Technology Transfer Centres*

[41] *DOAE handout*

For highland agriculture in particular, there are currently 10 ATTCs. They are located in the same areas as the Royal project. Depending on the altitude of the community location, vocational training and technology transfer focus either on rice production or vegetable cultivation or other cash/alternative crops, such as avocados and flowers. Training sessions normally last one to three days (see Annex VIII for examples of ATTC activities).

Box 4: ATTC, Ban Huai Soi, Hang Dong district

The Ban Huai Soi ATTC collaborates with the neighbouring Royal project (e.g. transfer of the production technology of the Royal project to farmers) and DNFE CLC (e.g. supplementing necessary equipment and material, joint demonstration and training). ATTC has submitted a proposal on water resources, which is the main concern of the area, to the Royal project.

About 25 farmers visit ATTC every month, mostly in the mornings and evenings (off-farm hours). Inquiries are most often about insects. ATTC provides training on such subjects as fertilizer making or mechanics, based on the instructions from the central DOAE office. Farmers rarely express their needs for training in agriculture. Possessing ATTC membership helps hill tribe villagers obtain ID cards. The activities of ATTC are expanding, particularly with enhanced local development and decentralization. ATTC personnel view the role of ATTC as consultation. They would like to see the training budget, which is currently of 3 000 baht per training, increased. The total training budget was 100 000 baht in 2000 and 40 000 baht in 2001[42]. There is no policy to establish a new ATTC, but the central DOAE office plans to expand the coverage area of each ATTC.

Under the Ban Huai Soi ATTC, there are currently three village volunteers. Until recently, they received 1 500 baht as compensation for their 10 days of work at ATTC each month, but this year's budget for village volunteers is unclear.

One hill tribe farmer started to work as a village volunteer 11 years ago, as he was interested in acquiring knowledge and working for the government. To date he remains a village volunteer, since he can access new knowledge and information quickly, can assist other people and gain the villagers' trust. He sees the role of villager volunteers as teaching villagers in need. He has a plot in the Royal project, where he decided to grow mango. He earns approximately 60 000 baht a year from agriculture and his wife earns 10 000 baht from seasonal work (two months a year). He wishes to have more income to send their children to higher education.

Another hill tribe farmer has given up being a villager volunteer, due to the uncertain budget situation for hill tribe village volunteers. For him, a village volunteer represents a bridge between the government and villagers. ATTC can be useful in terms of consultation and material support. He considers it necessary for the ATTC staff to visit more villages to assess local needs and provide effective advice. He takes care of a plot in the Royal project. He earns about 30 000 baht a year off farm and 50 000 baht a year on farm. To increase income, he considers the ATTC/Royal project's support on expanded market opportunities as important.

Sources: Field interviews, DOAE and hill tribe volunteer farmers

The Volunteer Hill Tribe Farmer project

The Volunteer Hill Tribe Farmer project was first implemented in 1977. Under the project, selected villagers are trained in various agricultural techniques in order to support the work of extension workers, including assistance to the work of ATTCs. There are currently 369 volunteers countrywide (all hill tribe people), 69 of whom are from Chiang Mai. They do not necessarily have to be familiar with agricultural knowledge, but literacy and local language capacity are required[43].

[42] US$1 = 44.4 baht (2001 average exchange rate)
[43] Interview, DOAE, 02/08/01

2.2.3 *The Department of Public Welfare*

Established in 1940, the Department of Public Welfare (DPW) of the Ministry of Labour and Social Welfare is the core organization that provides social welfare services and establishes networks in order to provide services to all target groups.[44] DPW responsibilities include child welfare, protection and adoption, assistance to disabled persons, social services for old persons, the destitute, disadvantaged women, socially handicapped and low-income families, disaster relief, prevention and suppression of prostitution, and land allocation.

2.2.3.1 The DPW hill tribe policy

DPW personnel's informal contacts with highland communities date back to 1952, when they provided general welfare services based on government policy. Formal contact started in 1959[45]. Cabinet resolution DPW/6/7/1976 recognized the need for revising policies and strategies for hill tribes, based on which the current government policy advocates hill tribes' integration into Thai society with full rights and maintenance of their cultural and religious practices. The resolution designated the Department of Public Welfare of the Ministry of Social Welfare and Labour to be the main coordination agency for matters related to hill tribes. The Cabinet resolution of 7 February 1989 further assigned DPW to assist hill tribe communities in terms of political, administrative, economic and social development, and natural resource conservation[46].

In line with the Master Plan on Community Development, Environment and Narcotic Crop Control in Highland Areas, the development efforts of DPW focus on human development, permanent settlement and sufficient food production. They are also in accordance with a 1989 Cabinet resolution which stresses coexistence between people and forest resources, participatory and grass-roots development, as well as indigenous knowledge.

While its main mandate is to provide social welfare services, the department also carries out, through its mobile teams, general development and other essential support activities in villages which are not covered by other line agencies. The support activities include agricultural extension, development of home industries, education and health. DPW "*will try to make its services accessible to the remaining 308 779 hill tribe people in 1 908 villages who at the moment have no access to*" them[47]. DPW is supposed to complete its services to a village when it is "fully developed" to allow line agencies directly responsible in each field of activity to take over[48].

2.2.3.2 DPW support activities

As the main agency to provide assistance to hill tribe people, DPW carries out a wide range of activities, including occupational development, social development, basic public utility development, politics and administration, conservation of natural resources and environment, promotion of highland ecotourism

---

[44] *DPW Annual Report* 1999
[45] *Hilltribe Welfare and Development in Thailand*
[46] *DPW Annual Report*, 2000, p.81
[47] *DPW Annual Report* 1999, p.97
[48] In reality, there has not been any case where DPW retreated from a hill tribe village, as continuous support is considered necessary.

projects, eco-development and "wellbeing families model villages" (see Annex X for hill tribe welfare and development activities).

DPW support to hill tribes is based on the participatory approach and emphasizes the learning process both in planning and in implementing projects (see Annex IX for hill tribe public welfare and development mechanisms). DPW field extension workers (mobile units) encourage community members to discuss and find solutions to the problems facing the community.

The hill tribe welfare and development centres

Countrywide, there are 14 hill tribe welfare and development centres[49], which provide welfare services to 465 537 hill tribe people in 1 838 villages in 20 provinces. The centres perform operational and collaborative functions for overall matters related to hill tribe development and welfare and are the bases for mobile teams of extension workers.

The Chiang Mai Hill Tribe Welfare and Development Centre accordingly coordinates hill tribe development and welfare and manages area-centred development for concerned highland communities. The centre has the following objectives:

- Promotion of land settlement among hill tribes in favour of natural resource conservation;
- Promotion of their employment for stable income;
- Preservation of the cultural values and traditions of hill tribes;
- Capacity building for life skills and problem solving.

In Chiang Mai there is also an office for highland economic and social development promotion, which is the regional coordination centre and which provides technical support to the provincial hill tribe welfare and development centres.

DPW mobile units

DPW mobile units provide development and welfare services to remote highland communities whose accessibility is extremely limited and where no line ministries carry out support activities.

DPW mobile units consist of permanent workers specialized in such fields as agriculture and home economics. In recent years, as an increasing number of hill tribe people have completed secondary and higher levels of education, more hill tribe youth have applied to join the DPW mobile units.

Karen village supported by a DPW mobile unit (Samoeng district, Chiang Mai)

[49] The Chiang Mai Centre covers 11 districts (287 village clusters, 12 893 households, 71 120 persons) and focuses on communities not receiving assistance from other agencies. (Field interview, DPW, 06/09/01)

The Tribal Research Institute

The Tribal Research Institute (initially called The Tribal Research Centre) was set up in 1964 with the approval of the Cabinet, of DPW and of Chiang Mai University. Its objective is to provide a venue for meetings, information exchange and technical transfer among Thai agencies working for hill tribes, conduct research for government welfare and development activities, and disseminate information concerning hill tribes to promote understanding between the hill tribes and the Thai public[50]. The institute has three main functions: (1) research in social science; (2) information collection, depository and dissemination; and (3) advisory role based on research findings[51].

Support to DPW hill tribe development and welfare

DPW received assistance from the Japan International Cooperation Agency (JICA) and the Japanese government in 1998 in the following areas[52]:

- Eight Japanese overseas cooperation volunteers (JOCVs) reinforced the DPW task force on hill tribe development in such areas as livestock, health care, vegetable and fruit farming and handicraft (Chiang Rai, Phayao, Lampang and Chiang Mai).
- To foster sustainable self-reliance among hill tribe people, a pilot project on hill tribe self-reliance development has covered four villages in Tak. Over five years, the project is expected to be a model of self-reliance development for potential replication by DPW in other hill tribe communities.
- Training in Japan was sponsored by JICA for capacity building of the DPW Hill Tribe Development and Welfare Division.
- Under a small grant aid, the Japanese government sponsored the construction of a building in the Phay vocational training centre and of a child day-care centre, in addition to its support to a number of official facilities in Phayao province.

Box 5: JOCV assistance to DPW

As of December 2001 Japan provided 46 volunteers to Thailand, 18 of whom worked in DPW. Of these, 13 engage in DPW support to hill tribe communities. In Ruam Jai village (620 persons) in the Mae Chan district of Chiang Rai province, a JOCV has been assisting community members in horticulture, particularly apricot cultivation and food processing. While the village has been growing apricots (along with peaches and lychee), market prices have declined drastically (from 30-50 baht per kilogram 20 years ago to five baht per kilogram at present). This is the common trend for many of the products the villagers depend on to earn a living. In order to supplement income, many young people from the village migrate to urban centres in search of seasonal employment opportunities. In order to tackle the situation, the Chiang Rai Hill Tribe Welfare and Development Centre and the community members decided to start apricot processing, with the technical assistance of the JOCV, who also assists in promoting marketing of pickled apricots. Pickled apricot earned the government's "One Village, One Product" label, for which the villagers last year had an opportunity to participate in a training session in a Royal project. Currently the village has a contract with a food retail company in Bangkok, which has a stable distribution channel of regular clients. The JOCV has been encouraging community members to opt for more productive methods of horticulture (such as pruning apricot trees) rather than the traditional, less-productive methods. Overcoming communication barriers and cultural differences has been a valuable learning experience for the JOCV.

ource: Field interviews

[50] Tribal Research Institute brochure

[51] In 1999 the Tribal Research Institute published the following studies: (1) Ways and Means Develop the Third Group of Hill Tribe Villages (villages that lac potenti l to settle down); (2) Ways and Means to Develop Labour and Social Welfare Services in the Hill Tribe Villages within the Kir g's Project Areas; (3) Implementation of DPW Policies to Relieve the Unemployment Problem for the Unemployed and the Retrenched – a Case Study of Loans Provided from the Occupational Assistance Revolving Fund; and (4) Study and Research on Social, Traditional and Family Planning Acceptance – a Case Study of the Hill Tribe People within the Royal project Areas (*DPW Annual Report* 1999, P. 86)

[52] *DPW Annual Report, 1998*

Box 6: Inter Mountain Peoples Education and Culture in Thailand Association (IMPECT)

IMPECT, which has been operating since 1991, is an indigenous and tribal non-governmental development organization founded and staffed entirely by representatives of the indigenous and tribal peoples and communities involved with the association[53]. It is today a major non-governmental organization acting on its own or on behalf of donor agencies in support of hill tribe communities. IMPECT registered with the government to obtain legal status on 16 March 1993. Representatives from six indigenous groups (Karen, Hmong, Meo, Lisu, Lahu and Akha) and tribal people were chosen from their own communities to form the executive committee of the association. This committee set the policies and guidelines directing the association's work in order to ensure that the work was in line with the problems and needs of highland people and communities. IMPECT currently works with 190 indigenous and tribal communities in eight provinces in northern Thailand (Chiang Mai, Chiang Rai, Lampang, Mae Hong Son, Phayao, Nan, Tak and Kamphaeng Phet)[54].

Being a forum of development for indigenous and tribal peoples in Thailand, IMPECT endeavours to ensure that indigenous peoples have the freedom and the right to preserve, revitalize and pass down to future generations their cultures and customs. IMPECT promotes greater self-reliance and mutual assistance among tribal people, who should maintain a sense of pride and dignity as distinct cultures, while having equal rights with other Thai citizens. Under this vision, the IMPECT objectives include development of local leaders, community organizations and networks, promotion of local wisdom in natural resource management, food security and alternative agriculture, protection of the rights and responsibilities of indigenous people as well as data collection and information dissemination. Donors include Netherlands, UNICEF, ILO and the National Cultural Committee.

IMPECT activities are conducted on the basis of indigenous and tribal peoples' traditional knowledge and cultures along with an ethic of participatory and sustainable development. In addition to community development work (natural resource management and sustainable agriculture programme, social development and basic human rights promotion programme, basic education promotion and cultural revival programme, advocacy programme, community organization and network strengthening programme), they carry out special projects including a centre for urban tribal youth, a local curriculum development project and an inter-tribal youth education and culture project.

Sources: IMPECT brochure; field interview

IMPECT supported primary school for a Karen tribe community (Mae Wang district, Chiang Mai)

[53] As of today there are 27 staff members and two volunteer workers at IMPECT.
[54] IMPECT brochure

3. Implementing policies: analysis of crucial issues

Highland development, while seen as increasingly important, has not been integrated into mainstream development policies. Delayed by the difficulty in access, communication barriers, frequent migration of hill tribe people and, to a certain extent, alleged illegal dealings among the hill tribes, assistance to highland communities has faced insufficiencies in many respects. Consequently, present support activities are unable to appropriately respond to the vulnerable circumstances (geographical remoteness, delayed land settlement, economic difficulty, socio-cultural and environmental degradation and legal problems) of hill tribe people.

Each government agency described in the second chapter sets its policies concerning assistance to hill tribe communities. The implementation of the policy-based programmes for the benefit of communities is a crucial issue. This chapter will analyse the factors with implications for field-level implementation of policies from the perspective of (1) participation of and communication with communities; (2) local curriculum development; (3) local capacity building and (4) inter-organizational collaboration.

3.1 Participation of and communication with hill tribe communities

Communication with and participation of hill tribe people are among the most essential factors in promoting education and learning opportunities so that they reflect the needs of highland communities. This is particularly important in the current decentralization process, where budgets allocated to government ministries are declining and those to communities are increasing. To date, however, participation of and communication with hill tribe people (such as the decision-making and communication for highland development) seem to be limited. This is due to a number of factors.

First, for those working in support of hill tribe communities, distance to villages is a major obstacle. Hill tribe people traditionally prefer to live in small villages rather than being integrated into large communities. It is extremely difficult to extend services to a large number of these widely scattered villages, as it requires a high investment in terms of personnel and financial resources. Besides, many hill tribe people in Thailand and in neighbouring countries continue to migrate from one location to another regardless of national borders. Thus, there still remains a large area not covered by service agencies.

Second, the fact that hill tribe community support is not yet integrated in the mainstream development efforts of the Thai government limits the possibility of enhancing services to meet the needs of hill tribe people. In agriculture and rural development for example, which has a major impact on the livelihood of hill tribe people, participation of farmers (particularly small farmers) and local agricultural communities has not been facilitated in the decision-making and plan formulation processes. Agricultural services and infrastructure have catered to the needs of "progressive" farmers more than to small farmers'[55]. Another example is radio broadcasting in hill tribe languages, which was originally initiated as a response to imminent communist presence in hill areas. To mitigate the communist influence, the Thai government broadcast its highland development policies through radio. With this historical background, the role of hill tribes in the process of radio broadcasting has remained passive and limited, even though the

[55] *Thailand's Experience with Lifelong Learning via Community Agricultural Services and Technology Transfer Centres*

allegation of hill tribe involvement in communist activities has subsided. Advocates argue that tribal language radio programmes should now be developed as part of the mainstream modern communication network in the unified Thai nation[56].

Third, as mentioned by DNFE volunteer teachers, communication with highland community members could be hindered by language differences and occasionally by limited acceptance by communities. In some CLCs, women participate less than men, as they feel embarrassed to show their lack of language skills in front of their children. The continuous efforts of the CLC volunteer teachers to encourage community participation would stimulate further community participation. Volunteer teachers point out the insufficiency of audiovisual equipment (such as TV and radio) which would facilitate learning and attract a larger number of learners[57].

Box 7: Radio

Radio programmes have been offered to hill tribe people in each tribal language one or two hours daily. Tribal people hope longer hours of broadcasting. Also, often the hours of broadcasting are very early in the morning or coincide with the hours of farming. The subjects covered include agriculture, community relations and life skills. DNFE uses radio as a medium for distance education. In areas where communities have access to DNFE CLCs, the role of radio is declining, while in most areas not accessible to CLCs, radio programmes remain an important source of information and knowledge.

Source: Field interviews

Fourth, communities do not take advantage of some of the available services. For example, some DOAE ATTCs are not fully utilized by farmers in the concerned villages[58]. Some farmers consider that the current functions of ATTCs do not offer any value-added services in their favour[59]. A suggestion was made to facilitate community participation through DOAE/community meetings and public hearings before initiating development activities. Further dialogue is needed between communities and the ATTC staff in order to explore joint decisions on services responding to the actual needs of farmers (such as market information, cash crop production training and support through the facilitated management of revolving funds) [60]. They could also jointly address the problem of unsustainability of learned skills among farmers, due partly to the lack of appropriate equipment and facilities at the community level (e.g. those needed for food processing). ATTCs would potentially be appropriate platforms for these purposes.

Discussion at the community
(DPW-supported village, Samoeng district, Chiang Mai)

Similar to other government agencies, DPW adopts a participatory bottom-up approach for decision making. In addition to an annual community meeting, there is a monthly meeting of extension workers at provincial offices. The outcome is communicated to the central office. In case of emergencies and issues that would need particular attention, the provincial offices can make special requests to the central level to consider eventual assistance[61]. This process, which appears to be put in practice in many instances, could to be encouraged.

[56] Interview, Social Research Institute, 22/05/01
[57] One problem is insufficient solar energy for a TV in a CLC. (Field interview, DNFE, 07/09/01)
[58] Villagers visit royal projects on a regular basis to sell their products meeting quality standards required for the royal project (about 75 percent of total production). (Field interview, DOAE, 09/07/01)
[59] Field interview, ATTC, 07 and 09/01
[60] Field interview, DOAE, 06/09/01
[61] Interview, DPW Bangkok, 31/07/01

Furthermore, it would be important for all support agencies to respect the cultural and social diversity of hill tribe communities. Many hill tribe people interviewed point out that eroding tradition has been causing problems in their communities. Genuine participation of the highland communities could only be achieved when local conditions and community needs are taken into consideration.

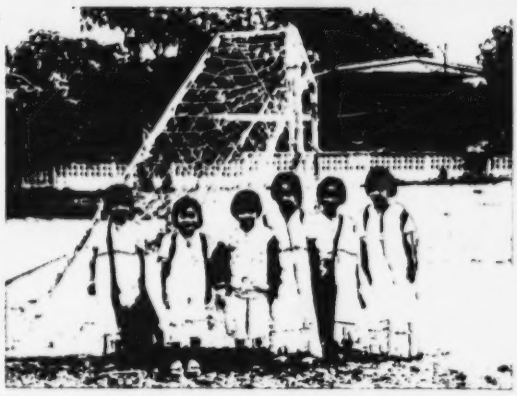
Overall, it is hoped that the ongoing efforts by support agencies to further promote participation of and communication with highland communities will, in spite of various constraints, particularly the lack of human and financial resources, be continued.

3.2 Local curriculum development

Due to the influx of modernization influence from lowland areas, an increasing number of highland communities have become aware of the need to harmonize modern knowledge and local wisdom. Education can facilitate the process, contributing to community development and enhanced wellbeing, with the proviso that community participation and sense of ownership be promoted and sustained. In this connection, as a means to maintain the socio-cultural heritage and integrity through inter-generation communication, the importance of local curriculum development is recognized by a number of communities, as well as concerned governmental and non-governmental organizations. A local curriculum "reflects the knowledge and experience that teachers and learners can find in the community, and corresponds to the needs of the local people. The materials and course contents should therefore be developed by the community, learners and teachers"[62].

Local curriculum development is implemented in a growing number of educational institutions, including highland CLCs. According to the *National Guideline for Non-Formal Education*, the local curriculum should constitute 20 percent of the total primary school curriculum. In the meantime, the local curriculum in most DNFE CLCs does not reach up to this minimum level. However, according to the research findings, communities located away from the educational institutions implementing local curricula are not familiar with the concept. Moreover, for tribal people struggling to secure their day-to-day food supply, a local curriculum, which is a long-term process to foster knowledge and understanding of local cultures among children, would not appeal with equal urgency. As for schoolchildren, they tend to be confused about the purpose of a local curriculum, which to them could appear as "backward" knowledge and skills.

In promoting local curricula, lack of teaching material is another major issue. More adaptation of available material is necessary, as well as further coverage of subjects meeting the needs and realities of hill tribe communities. This would be an area where agencies such as DOAE and DPW could collaborate with DNFE, to identify the needs of highland communities and share their own technical expertise and experience on specific subjects. In fact, efforts are being made to further promote local curricula not only in non-formal but also in formal education curricula.



IMPECT-supported primary school students wear traditional uniform every Friday (Mae Wang district, Chiang Mai)

[62] Interview, DNFE, 27/11/01

Box 8: The IMPECT experience

IMPECT first implemented local curriculum development seven years ago in Mae Wang district (Chiang Mai province) as a pilot project. Since then IMPECT has been communicating the importance of local curriculum to government agencies. The local curriculum development in Mae Lang Kam village (Hang Dong district, Chiang Mai province) started two years ago, through a participatory consultation process with the community and government representatives. Evaluation has been carried out at the closing of every semester. Currently two villages in Samoeng district (Chiang Mai province) have adopted a local curriculum, while it is under discussion in another village. Contents are on agriculture, tradition and customs as well as on livelihood. The proportion of local contents on each subject is decided in consultation with the community. The share of the local curriculum has been increasing, even in formal education.

IMPECT also supports a school in Nong Tao village, covering primary levels one to six, where 67 boys and 54 girls are enrolled, with eight teachers. Out of 26 grade six students in 2000, 24 pursued further studies. School activities are supported by children's savings, and DNFE provides textbooks. Subjects taught include life skills, social science, local habits and customs, occupations (including agriculture) and Thai language. Food processing, cooperatives and marketing are among the subjects taught. The local curriculum constitutes 20-30 percent of the total curriculum. The head teacher suggested that skill training to improve product quality to meet market standards would be an important subject, contributing to enhanced quality of life for the community. The teaching skills of local people should also be promoted. According to the village chief, there has been some disagreement within the community about the idea of establishing a school, as the community does not understand its role. The community used to view the school as a source of problems (influx of new culture), not responding to real local needs. Upon implementation of the Education Law in 1999, things have developed more favourably. The village chief suggested that further collaboration between teachers (most of whom are from other villages) and communities be promoted.

Source: Field interviews

For the composition of the school curriculum, it would not be realistic to examine the ideal balance of formal (common subjects countrywide) and local curricula. Rather, the share should be determined based on the needs of the respective communities. A local curriculum would be sustainable if it is well understood and managed by teachers and community members. Awareness building on the importance of a local curriculum is essential, both for adults and children in the community. Community participation in the process should be further promoted through meetings with concerned agencies. The recruitment of community teachers should also be encouraged, for which capacity building of village leaders and strengthening of community involvement in the implementation of a local curriculum are priorities. Promotion of local curriculum development calls for accelerated efforts in such a way as to benefit a larger number of highland communities.

3.3 Local capacity-building

By cooperating with local communities, field-level workers (such as teachers, extension workers and volunteers) can play a crucial role to promote education and learning opportunities among hill tribes. They can be a "bridge" of communication between the hill tribes and governmental and non-governmental organizations. However, they face a number of constraints to fully perform their functions.

Most importantly, governmental and non-governmental agencies face an acute lack of workers, such as DNFE volunteer teachers, DOAE volunteer hill tribe farmers and DPW mobile units. Another constraint is insufficient facilities to apply and maintain skills people earn in the training. This also makes it difficult to follow up on the impact of the training carried out. Moreover, funding allocated to each worker has been in decline. For example, DOAE ATTCs have been facing a progressive drop in budget and

personnel, resulting in limited coverage of services to highland villages[63]. For DNFE, the dearth of volunteer teachers is a major problem in implementing highland area education. With a little increase since the previous year, there are 300 highland teachers and 87 for the lowlands in 2001.

Capacity building of field workers should be promoted to enable them to more effectively respond to the needs of hill tribe communities. DNFE volunteer teachers themselves pointed out that for CLCs to be more useful to communities, volunteer teachers need to be well prepared (with knowledge on life skills, agriculture and health) before starting their assignment. Once assigned, volunteer teachers are, in addition to teaching, expected to be part of the community to tackle the community problems[64]. Their moral and ethics need to be elevated. However, with limited salary and few training opportunities (normally once a year), it would not be realistic to expect too much from volunteer teachers[65].

DOAE volunteer hill tribe farmers used to receive 1500 baht per month until last year as compensation for their 10 days per month work at an ATTC. This year, budget prospects for volunteer farmers are unclear.[66] DOAE extension workers and volunteer hill tribe farmers express the wish for further training, in order to acquire or promote skills responding to the changing needs of highland communities. For example, in the past, volunteer hill tribe farmers used to serve as translators; with an increasing number of young hill tribe people able to communicate in Thai, they now serve as agricultural leaders or extension and DOAE representatives in villages. Therefore, in addition to an annual training in Chiang Mai, they hope to obtain relevant knowledge and skills[67].

DOAE Hmong tribe farmer volunteer (Baan Huang Soi ATTC)

As for DPW, while it carries out a wide range of development and welfare activities (Annex IV), there is only a limited number of workers in the mobile units to reach remote communities. For example, it is pointed out that "*the range of work (of the Tribal Research Institute under DPW) is severely restricted by the availability of qualified researchers and a modest budget*"[68].

As a means to address the issue of limited personnel, recruitment of hill tribe youths, who often face unemployment upon termination of their schooling, could be considered. In fact, DPW in 1999 carried out an "employment for graduates" project with the aim of solving the unemployment problem of graduates and retrenched workers. Under this project, 26.14 million baht from the Miyazawa Loan was spent on various projects, including on information system development for hill tribe welfare and

[63] A DOAE extension worker in Chiang Mai takes care of three ATTCs in two districts all by herself, depending on the intensity of ongoing activities. The budget and function of agricultural extension is declining (there is currently 300 baht/month for transportation). The last training received was three years ago; this extension worker considers it necessary to upgrade her skills to respond to farmer needs (field interview, 07/07/01).
[64] In spite of communities' wish, volunteer teachers tend to go back to the lowland during the monthly leave period.
[65] Field interview, DNFE, 07/09/01
[66] Field interview, ATTC, 06/09/01
[67] Field interview, DOAE, 06/09/01
[68] Tribal Research Institute brochure

development centres. DPW provided 1.83 million baht to employ (from April 1999 to May 2000) 16 new graduates, unemployed and retrenched workers to set up an information system network on the administration of welfare services and development for hill tribe people[69].

A possibility could be explored to train more hill tribe youths (many of whom face employment problems) not only to be extension workers or volunteer teachers but also to participate in local decision making in government agencies. Through capacity building such as training, they could be suitable candidates to be volunteer teachers or extension workers, contributing to the development of their own communities. This would also alleviate the lack of human resources in highland development. And it would be in line with the growing willingness of hill tribe youths to be actively involved in highland development of their communities.

3.4 Inter-organizational collaboration

Agencies such as DOAE, DNFE and DPW at national and local levels have their own functions to fulfil in assisting hill tribes. It remains true, however, that the support activities of various government agencies are largely directed to lowland areas, though services provided to highland areas are increasing. Besides, as was pointed out by government officers interviewed for this research, inter-agency collaboration in support of hill tribe people has not been carried out in an integrated manner. For example, agricultural development in past years "lacked linkage and integrated management among the concerned agencies".[70]

There are in fact many examples of inter-agency collaboration, including those with NGO involvement. For example, DOAE cooperates with the Royal project, DNFE and the Royal Irrigation Department, and is collaborating with NGOs such as CARE, in terms of information sharing and providing venues. There is regular cooperation between DNFE and the Ministry of Health for training volunteer teachers. DPW has collaborated with CARE (on watershed and natural resources), the Christian Children's Fund (on children), UNICEF (on emergency relief), JICA (on cottage industry and through the Japan Overseas Cooperation Volunteers) and DOAE (on agricultural training)[71].

Box 9: The Royal project

The Royal project was launched in 1969 to respond to the problem of opium production and slash-and-burn agriculture among hill tribes. From the start many agencies, national and international, public and private, collaborated with the Royal project. It was intended to be the seminal project to help fund highland agricultural research, development and experimentation work, prior to and alongside the intensive efforts of state agencies to build up their capacity in newly recognized areas of national concern. The activities were to be flexible and responsive to developing situations in order to assist various government works. The main objectives are: (1) assistance to mankind; (2) natural resource conservation; (3) eradication of opium cultivation and of the addiction problem; and (4) promotion of the proper balance in the use and conservation of land and forest resources. The main work areas include research, agricultural extension, development and socio-economic activities. Agricultural extension aims at introducing hill tribes to appropriate cash crops and research-based agricultural technology. Tribal people were given equitable allotments (of fruit, cash crops and livestock) and guidance, to learn to gain sustainable income without destroying forests. This work discouraged their migratory propensities. The Royal project currently runs 28 extension stations in Chiang Mai, Chiang Rai, Mae Hong Son, Lamphun, Phayao and Nan provinces, covering 274 villages (10 695 families or 53 589 people).

Source: *The Royal project*

[69] *DPW Annual Report 1999*
[70] *Thailand's Experience with Lifelong Learning via Community Agricultural Services and Technology Transfer Centres*
[71] Field interviews, May, July and September 2001

If carried out in a comprehensive manner, inter-departmental collaboration and central-local coordination would be effective ways to mutually complement limited budget allocation and the dearth of human resources and capacities. It would further help the concerned organizations to better perform their designated functions, reducing the gap between policy and implementation. In response to the complexity of the situation surrounding hill area development, attempts to harmonize or integrate the numerous and occasionally conflicting policies and objectives would be extremely useful. Ultimately, more effective inter-agency collaboration would enable adequate services to more properly attend to the needs of the hill tribes.

To date, DPW has been playing the role of coordinating agency concerning hill tribe-related issues, providing a wide range of services for the development and welfare of highland communities. With the other ministries expanding their support to include remote hill tribe villages, DPW has gradually been focusing geographically on communities not covered by other line agencies and thematically on social welfare issues.

The efforts by the government agencies could be supplemented by NGOs. In fact, IMPECT collaborates with DNFE on local curriculum development. It supports 100 students at high school and university levels under inter-tribal education and cultural training. In parallel, IMPECT promotes local curriculum development in nine schools; two in collaboration with DNFE, six with DNFE (out of which three to four were initiated by IMPECT and later transferred to DFE) and one on its own. IMPECT and DNFE remain in contact to cooperate in enhancing the local curriculum[72].

As pointed out by DNFE volunteer teachers, integrated support throughout the process of education and training (from technical to marketing) would be preferable, in such a way as to materialize sustainable rural development in a participatory manner. Extension workers, volunteer teachers and farmers would be encouraged to jointly discuss problems facing the highland communities, including youth and employment issues,[73] where governmental and non-governmental organizations could facilitate the process.

Further enhancement of inter-agency collaboration would be useful, particularly if promoted in a systematic and holistic manner. Sharing of experience including lessons learned and best practices would be very useful. The concerned agencies could share the materials they possess for villagers to use. Today, the quality of training, which is normally of short duration (average of two to three days), lacks follow-up. The concerned government agencies could join their efforts to provide more comprehensive training taking advantage of their respective technical expertise[74], in such a way as to promote long-term capacity-building among hill tribe people as well as for field-level workers.

---

[72] The number of students varies from one school to another, from a minimum of 70 to a maximum of 400. There are 12 to 15 teachers in each school.

[73] IPM is an example. There are now two agriculture experts among the DNFE volunteer teachers in Chiang Mai. Four other volunteer teachers received IPM training conducted in central Thailand, first for three and a half months and then two and a half months. One of the four teachers explained that her CLC includes more than 100 hours of local curriculum, depending on the age of the students. IPM is a useful subject. Another teacher, though not having received specific training, consults with the DOAE district office and learns about soil problems by herself, trying to tackle them together with the community (field interviews, DNFE, 07/09/01).

[74] Field interview, DPW, 23/05/01

4. Future prospects

Due to the wide range of support provided by various governmental and non-governmental organizations, there has been tangible improvement in a number of socio-economic aspects for hill tribe communities in Thailand (see Annex IV for the report on *Monitoring of the Second Master Plan on Community Development, Environment and Narcotics Control*). As was expressed by highland community members interviewed for this research, there have been favourable changes in such areas as overall living conditions (including infrastructure), participation of community members in decision making, sanitation, access to education and health[75].

Meanwhile, new problems are emerging, in addition to lingering problems deriving from poverty, lack of infrastructure, delayed land settlement, ambivalent legal status of hill tribe people in Thailand and illegal immigration of hill tribes. Hill tribe people interviewed for this research pointed out degradation in such aspects as agriculture (including scarcity of arable land, soil quality and lack of water sources) and income (including rise in household expenditure due to the introduction of the cash economy and a lack of markets)[76]. Also, one of the emerging problems is out-migration of the hill tribe labour force (influx of young people into lowlands and cities). Most of these people are unskilled and unprepared for the new environment and thus are vulnerable to possible exploitation and unlawful conduct. HIV/AIDS[77], prostitution and drug addiction are also of great concern. For highland communities, these problems may imply the breaking-up of families, many of which already lack household heads who are engaged in seasonal employment in urban areas.

In response to these lingering as well as emerging problems, increasing attention is being drawn to comprehensively addressing the issues that threaten the quality of life of hill tribe people. The need for awareness building within and outside of highland communities has also been stressed. This gradual shift of focus of assistance, from the traditional emphasis on illegal trafficking and land settlement, reflects the development priorities set in the eighth and ninth national economic and social development plans, i.e. human resource development and people's participation in national development.

Box 10: Community colleges

The 8th National Education Development Plan (1997-2001) took into account such issues as the increasing number of high school graduates, in contrast to the low absorption capacity of formal universities (only 25 percent), as well as the lack of higher education institutions in border provinces. In response to the needs of more lifelong learning activities and inadequate higher education institutions for community development needs, MOE is to establish "community colleges". A community college will offer two-year comprehensive technical and vocational programmes. It will aim at promoting community-based lifelong learning based on local culture and traditions. In the North (hill areas), Mae Hong Son, Tak and Uthai Thani provinces are designated to be community-college project sites

Source: *Basic Information for the Establishment of Community Colleges in Thailand*

Planned reorganization of government ministries may lead to changes in the line ministries providing support to hill tribes which would affect future prospects of highland development.[78] For example, future prospects concerning highland education would depend largely on the outcome of the National Education Act put in effect on 20 August 2001. One of the implications of the act would be that less-advantaged

[75] Field interviews (May, July and September 2001)
[76] Field interviews (May, July and September 2001)
[77] According to the data available, 1 252 HIV/AIDS victims were reported in highland areas in 1992 (Tribal Research Institute, 1994). The current figure is estimated to be much higher.
[78] At present, the prospect of ministerial restructuring remains uncertain

children in remote areas who attend non-governmental schools set up by foundations, NGOs or government agencies such as the Border Patrol Police would have even less access to education opportunities. Some people have voiced concern over a clause which stipulates that the ideal size of a school will be determined according to each locality, with a view to facilitating the organization of efficient and appropriate teaching and learning activities. In line with this clause, small schools located in remote areas, including those in highland communities, could be subject to merging into school centres in cities. The government teachers working in remote areas would thus be called back to work at these school centres[79].

In the meantime, the government officers and field staff interviewed for this research consider that assistance to highland communities should be reinforced. Quality of life issues including education and health care would be given importance in order to develop the human potential and self-reliance of hill tribe people. It was pointed out that, based on the "Education for all" and "Equality" policies stipulated in the National Education Act, community-based self-help initiatives would be further supported[80].

In promoting education opportunities, integrated or holistic approaches to highland development would need to be emphasized as a means to respond to a wide range of issues, which are closely related to one another. Efforts should be made to harmonize modern knowledge and technologies with local wisdom and practices. In this conjunction, issues of particular attention would include the following:

First, there would be a need to develop comprehensive policy guidelines that would also take into account newly emerging issues in hill tribe communities. These guidelines would serve to harmonize priorities among government agencies and for non-governmental organizations. Inter-agency collaboration would be facilitated if based on the clearly defined mandate of each agency, in such a way as to enhance cooperation on specific support activities[81]. As designated by the Cabinet resolution of 7 February 1987, DPW would remain the principal organization supporting hill tribe development and welfare. With further inter-agency collaboration, its task of coordinating governmental and non-governmental organizations to support hill tribes would be facilitated. DPW priorities towards highland development, whether the "basic needs" of five years ago, the "land settlement" of the present or the "quality of life (to be equivalent to the lowlands')" of the future, are of common concern among other line agencies providing support to hill tribe communities.

Second, further emphasis would need to be given to mutual sharing and learning among the concerned governmental and non-governmental agencies. It would be another way to contribute to inter-agency collaboration in identifying community needs, implementing projects and in monitoring and follow-up[82]. To take the example of DNFE, it was pointed out that HCLC was a learning experience for DNFE in terms of deepening understanding of hill tribe community life and hill tribe needs and expectations (such as the lack of volunteer teachers and teaching

Mae Fa Luang volunteer teachers (CLC in Chiang Rai, Akha tribe village)

[79] *Bangkok Post*, 23/09/01
[80] Interviews, DNFE, July and September 2001
[81] Field interview, NESDB, 04/09/01
[82] Field interview, NESDB, 04/09/01

material, and the fact that audio-visual material encourages learners). The Somdet Ya project, which is in the second year of implementation, would also provide valuable indications as to the sustainability and replicability of its pilot approach. While serving as valuable first-hand information for the training of new DNFE volunteer teachers,[83] the lessons learned would be useful for the officers and staff of other governmental and non-governmental organizations.

By the same token, the DOAE experience in assisting hill tribe people through ATTCs would also be useful for other organizations, particularly since knowledge and technology improving agricultural production are considered to be an essential subject of support to hill tribes among field workers in highland communities. Possibly, DNFE, DPW and NGO staff could also participate in DOAE training reflecting not only the current DOAE priority on food security and sufficiency but also future priorities, i.e. quality, productivity and product safety[84]. Technical support would be based on the existing skills of hill tribe people, including agriculture and traditional crafts. DNFE, DPW and NGO staff would benefit from DOAE training and be able to transfer the skills acquired to their respective target communities.

Third, in line with the ongoing decentralization of the Royal Thai Government, the *Tambon* (sub-district) Administrative Organization (TAO) should also be strengthened to play an active role in support of the wellbeing of hill tribe people. In the future, in addition to its principal role on social welfare, DPW would also assist TAO in managing development budgets[85] transferred from the central level[86].

Fourth, with increasing recognition of their role in assisting highland communities, collaboration with NGOs would need to be promoted. The Ninth National Economic and Social Development Plan, aiming at poverty alleviation, sustainability and stability, good governance and strengthening of development foundations, emphasizes the growing significance of the role of civil society in the decision-making process. As in the case of IMPECT, taking advantage of their flexibility, extensive grass-roots networks as well as commitment and understanding of local cultures and traditions, NGOs would supplement the activities of the government agencies, particularly in terms of reaching out to remote communities. More concretely, NGOs could be instrumental in such areas as (1) community empowerment and conservation and restoration of traditional culture; (2) promotion of sustainable agriculture; (3) fostering and supporting local economic development and cooperation through the promotion of cooperatives and saving schemes; and (4) assistance to small-scale enterprises (such as general retail, food processing and preservation, and animal husbandry).

Lua tribe community with Mae Fa Luang CLC
(Mae Chem district, Chiang Mai)

Fifth, through awareness building and by reviving the unique ethnic and cultural identity, empowerment of communities and local institutions, both by external support and internal initiatives, would need to be further encouraged to achieve participatory and sustainable highland development, both in the planning and implementation processes. Due to growing emphasis on people's rights and their participation in their own development, particularly under the

[83] *Case Study: The Hill Tribe Community Learning Centre Mae Fa Luang*
[84] Field interview, DOAE, 06/09/01
[85] The development budget includes revolving funds of one million baht per village allocated under the current government.
[86] Field interview, DPW, 06/09/01

1997 "People's Constitution", the government is becoming increasingly aware of the role of hill tribes in the process of highland development. Capacity building of hill tribe communities would be indispensable to enable community members to cope with long-standing and newly emerging problems, particularly in terms of agricultural development, local curriculum promotion, community-based resource management, local-language radio programmes and inter-community networking. Hill tribe people, if given a chance, can learn to actively involve themselves in planning, decision making and implementation, which would contribute to establishing a sense of ownership among hill tribe people in sustainable rural development.

Finally, to support the efforts made within Thailand, international communities would need to strengthen partnership with the national- and local-level governmental and non-governmental organizations as well as among themselves in addressing the issue of sustainable rural development for hill tribe people. FAO is in an excellent position to support highland development based on the organization's current multi-disciplinary expertise, past and present support. Its involvement would be consistent with its leading role for the 2002 International Year of Mountains. It is important to note that FAO considers education to be a prerequisite to building a food-secure world, reducing poverty and conserving and enhancing natural resources. Education, whether formal or non-formal, would therefore be a cross-cutting issue in all FAO programmes in highland assistance[87].

More concretely, one of the areas where FAO could further strengthen its assistance would be international advocacy on sustainable agriculture for food security. It would be a timely issue in the framework of the International Year of Mountains. In this connection, FAO would be able to provide a neutral form for different partners to meet and discuss the subject. Secondly, FAO would be able to play an active role in promoting education and training focusing on local curriculum development, particularly in such subjects as agriculture and on-farm and off-farm income generation. While responding to the needs of the hill tribe communities in acquiring modern skills, FAO would be in a position to support the communities' efforts to harmonize indigenous knowledge and traditional techniques with modern technology. In this context, FAO could also extend its support for community-based sustainable agriculture practices and resource management. This kind of attempt for local curriculum development would also generate valuable information to share among hill tribe communities and support organizations. Thirdly, in terms of strengthening *tambon* (sub-district)-level organizations to manage sustainable highland development (including information system and planning), FAO would be able to supplement government efforts. Finally, promotion of small enterprise development among hill tribes would be a subject where small-scale grass-roots support from FAO would be effective.

Education, along with infrastructure, communications and health care, is an indispensable enabling factor for enhanced rural livelihood. It enables hill tribe people to take fuller advantage of employment and training opportunities, whether they choose to stay in their communities or decide to earn income in urban areas. Consequently, hill tribe people, based on the skills they acquired, could enhance their capacities, which would help ensure sustainable rural development.

---

[87] *Targeting the Rural Poor: The Role of Education and Training*

Annex I: References

Chulalongkorn University Social Research Institute. Pongsapich, Amara. 2000. *Cultural Diversity: Vision and Status of Civil Society.* Bangkok

Department of Agricultural Extension. 1996. *Highland Agriculture from the Past to the Present.* Bangkok. (Thai language)

Department of Agricultural Extension. 1999. *Highland Agriculture for the Next Century.* Bangkok. (Thai language)

Department of Agricultural Extension. 1999. *Annual Report.* Bangkok. (Thai language)

Department of Agricultural Extension. 2000. *Annual Report.* Bangkok. (Thai language)

Department of Agricultural Extension. 2000. *Seminar Report on Highland Agriculture in the 21st Century.* Bangkok. (Thai language)

Department of Agricultural Extension. 2000. *Department of Agricultural Extension.* Bangkok

Department of Non-formal Education. 2001. *Department of Non-formal Education.* Bangkok

Department of Non-formal Education. 2000. *Department of Non-formal Education.* Bangkok

Department of Non-formal Education. 2001. *Basic Information for Establishment of Community Colleges in Thailand.* Bangkok

Department of Public Welfare. 1995. *The Survey of Hill Tribe Villages in Chiang Mai Province.* Bangkok

Department of Public Welfare. 1998. *Annual Report.* Bangkok

Department of Public Welfare. 1999. *Annual Report.* Bangkok

Department of Public Welfare. 2000. *Annual Report.* Bangkok

Faculty of Agriculture, Chiang Mai University. 1999. *Sustainable Highland Agricultural Development.* Eds. Angkasith, Pongsak and Apichatpongchai, Rampaipan. Chiang Mai, Thailand

Gasperini, Lavinia (FAO Extension, Education and Communications Service). 2001. *Targeting the Rural Poor: The Role of Education and Training.* Presented at the International Working Group on Education. Lisbon

Hilltribe Welfare Division, Department of Public Welfare. 2000. *Hilltribe Welfare and Development in Thailand.* Bangkok

International Institute for Environment and Development. Kanok Rerkasem and Benjavan Rerkassem. 1999. *Shifting Cultivation in Thailand: Its Current Situation and Dynamics in the Context of Highland Development.* London

Janapiraganit, Damri (DNFE). 1998. *Case Study: The Hill-tribe Community Learning Centre Mae Fa Luang.* Presented at UNESCO Community Learning Centre Review Meeting. Chiang Mai, Thailand

Krachangvei, Montip (DOAE). 2001. *Thailand's Experience with Lifelong Learning via Community Agricultural Services and Technology Transfer Centres*. Presented at UNESCO Meeting on Lifelong Learning. Chiang Mai, Thailand

Manaphong, Methee (DOAE). 2001. *Country Reports for Study Meeting on Sustainable Farming Systems in Upland Areas*. Bangkok

National Economic and Social Development Board. 2000. *The National Gross Domestic Product of Thailand, 1998 Version*. Bangkok

National Economic and Social Development Board. 1997. *The Second Master Plan on Community Development, Environment and Narcotic Crops Control in Highland Areas*. Bangkok. (Thai language)

National Economic and Social Development Board. 2001. *The Report on Monitoring of the Second Master Plan on Community Development, Environment and Narcotic Crops Control in Highland Areas*. Bangkok. (Thai language)

National Economic and Social Development Board. 2000. *News Bulletin*. Volume 15, Number 8: August 2000. Bangkok

National Economic and Social Development Board. 2001. *News Bulletin*. Volume 18, Number 10: October 2001. Bangkok

National Economic and Social Development Board. 2001. *Indicators of Well-being and Policy Analysis. Volume* 3, Number 2: April 1999. Bangkok

Office of the National Education Commission. Office of the Prime Minister. 2001. *Education in Thailand 2000/2001*. Bangkok

Punyasaranai, Panadda. 2000. Hill Tribe Language Radio Programmes: Communication Process for Highland Development. Chiang Mai, Thailand. (Thai language)

Tribal Research Institute. 1997. *Highland Development in Thailand: A Selected Bibliography*. Edited by Mongkol Chantrabumrung and Twaworn Foofoung. Chiang Mai, Thailand

Tribal Research Institute. 1999. *Tribal Population Summary in Thailand*. By Data Processing & Analysis. Chiang Mai, Thailand

Brochures

Department of Public Welfare. Chiang Rai Hill Tribe Welfare and Development Centre. 2001. *Data on hill tribes in Thailand*. Chiang Rai, Thailand. (Thai language)

Department of Agricultural Extension. 1999. *Highland Agricultural Technology Transfer Centre*. Chiang Mai, Thailand. (Thai language)

Department of Non-formal Education. 2001. *Somdet Ya Project*. Chiang Mai, Thailand. (Thai language)

Department of Public Welfare. 2001. *Chiang Mai Hill Tribe Welfare and Development Centre*. Chiang Mai, Thailand. (Thai language)

Department of Public Welfare. 2001. *Tribal Research Institute*. Chiang Mai, Thailand

FAO. 2001. Rome

FAO Extension, Education and Communications Service, Sustainable Development Group. 2001. *Strengthening Capacity through Knowledge and Information for Sustainable Rural Development*. Rome

Inter Mountain Peoples Education and Culture in Thailand Association. 2001. Chiang Mai, Thailand

Handouts

Department of Non-formal Education. 1998. *Hill Area Education Project*. Bangkok

Department of Non-formal Education. 1998. *Functional Literacy for Indigenous Peoples in Thailand*. Bangkok

Department of Agricultural Extension. 1999. *Getting to know Agricultural Technology Transfer Centre*. Bangkok

Newspaper

Bangkok Post. "Poor kids to pay price of progress." 23 September 2001

Websites

FAO (http://www.fao.org)

Hilltribe Research Institute (http://www.chmai.com/tribal/)

International Year of Mountains (http://www.mountains2002.org)

National Economic and Social Development Board (http://www.nesdb.go.th)

Royal project (http://www.kanchanapisek.or.th/index.en.html)

Annex II: Interviews

- **Ministry of Education**

  Dr Kla Somtrakool, Advisor to the Minister of Education (Former Deputy Director-General of the Department of Non-Formal Education)

  Mr Damri Janapiraganit, Head of the Educational Promotion Section
  DNFE, Chiang Rai Office

  Mr Sriton Boonsom, supervisor of Wavi Group
  Ms Praiwan Meewang, Librarian
  Mr Pitak Pomlom, Volunteer Teacher
  HCLC, Mae Suai District, Chiang Rai

  Mr Wichai Lovilers, Director
  Ms Aporn Wanachuck
  DNFE, Chiang Mai Office

  Ms Yupin Buakom, Head
  Ms Wilailak Suksai
  Mae Chaem Non-Formal Education Centre

  Mr Suphakorn Srisakda, Deputy Director
  DNFE Northern Regional Centre

- **Ministry of Agriculture and Cooperatives**

  Mr Methee Manaphong
  Highland Agricultural Extension Sub-Division, Horticultural Crop Promotion Division

  Mr Udom Promtan, Subject Matter Specialist (Agriculture)
  Chiang Mai Agricultural Extension Office

  Mr Somsak Pimsaengjan, Agricultural Officer
  Ms Nognuch Puranapan, Director
  Mr Surapong Intakheha, Chief, Production Promotion
  Mr Wasanai Phusadee, Public Information Officer
  Chiang Mai Provincial Agricultural Office, Community Agricultural Services and Technology Transfer Centre (ATTC), San Sai District, Chiang Mai

  Ms Suparp Uttradian, Residential Extension Officer
  ATTC, Hang Dong and Samoeng Districts, Chiang Mai

  Mr Songkot Khunnara, Extension officer
  ATTC, Hang Dong District, Chiang Mai

- **Ministry of Social Welfare and Labour**

  Ms Amonrat Jeerapanya,
  Hilltribe Welfare Division, Department of Public Welfare (DPW), Bangkok

  Ms Malana Maneeprasert, Ethnography Expert
  Mr Manus Manneprasert, Land Use Expert
  Tribal Research Institute, DPW, Chiang Mai

Mr Sakda Novrasaksilp, Assistant to Director
Mr Sawat Choosuk, Assistant to Director
Mr Chatcharate Chareonrong, Chief, Social Development
Mr Sorasak Ruschapanya, Chief, Vocational Development
Mr Sonthaya Houdchareun, Education Officer
Mr Tongin Maihaew, Permanent Staff
Ms. Nonut Tamnawonpo, Permanent Staff
Hill Tribe Welfare and Development Centre, DPW, Chiang Mai

Mr Yasuo Oura, Japan Overseas Cooperation Volunteers
Hill Tribe Welfare and Development Centre, DPW, Chiang Rai

- **NESDB Chiang Mai**

  Mr Sopon Thangphet, Policy and Plan Analysis Officer

- **NESDB Bangkok**

  Mr Kampanat Pensupar, Policy and Plan Analyst, Security Area Development

- **Inter Mountain Peoples Education and Culture in Thailand Association (IMPECT)**

  Mr Prasert Trajabsyohajin, Director
  Mr Songphon Ratanavilailack
  Mr Sawang Saeyang
  Mr Kittisak Rattanakuajangsri

- **Social Research Institute, Chiang Mai University**

  Ms Panadda Punyasaranai, Researcher

- **Field visits**

  DNFE (Community Learning Centres)
  - Mae Ta Chang Village, Mae Suai District, Chiang Rai Province (Akha community)
  - Huan Hok Village, Mae Suai District, Chiang Rai Province (Lahu community)
  - Baan Pong Sub-district, Hang Dong District, Chiang Mai Province (Hmong community)
  - Tam Village, Mae Chem District, Chiang Mai Province (Lua community)
  - *Somdet Ya* Project, Mae Chem District, Chiang Mai Province

  DOAE (ATTCs)
  - San Sai District, Chiang Mai Province (lowland)
  - Baan Pong Sub-district (1), Hang Dong District, Chiang Mai Province (discussion with Mae Kanit Nua village members, Hmong community)
  - Baan Pong Sub-district (2), Hang Dong District, Chiang Mai Province (Hmong community)
  - Samoeng District, Chiang Mai Province (Hmong community)

  DPW
  - Mae Chum Village, Samoeng District, Chiang Mai Province (Karen community)
  - Mae Tara Village, Mae Chem District, Chiang Mai Province (Hmong community)
  - Hill Tribe Museum, Chiang Mai Province

  IMPECT
  - Nong Tao Village, Mae Wang District, Chiang Mai Province (Karen community)
  - Mae Lan Kam Village, Hang Dong District, Chiang Mai Province (Karen community)

Annex III: Location map

BEST COPY AVAILABLE

Annex IV: Monitoring of the Second Master Plan on Community Development, Environment and Narcotic Crop Control in Highland Areas (1997-2001)[88] – summary

Following the Cabinet resolution of 7 February 1989 on hill tribes and narcotic crops, the First Master Plan (1992-1996) was formulated to serve as a framework among the concerned government agencies in preparing their own operational plans. The Second Master Plan (1997-2001) was drawn up to solve problems in highland areas, with special emphasis on the integration of hill tribe people into the national administration system. In line with the main objectives of the second plan,[89] the report highlights issues related to (1) monitoring the government implementation projects/programmes; and (2) field data collection for future policy formulation.

Government implementation of the master plans

About B1 793.44 million was needed to implement the projects and programmes proposed in the Second Master Plan. Due to the economic crisis, the government could allocate only B259.95 million, which was the main constraint in implementing the plan. Nevertheless, the plan's main objectives were achieved, especially the individual identification of hill tribe people. The survey was carried out for identification, to enable the granting of citizenship by the end of 2001. However, limited success was reported concerning natural resource conservation. This was related to the Cabinet resolution on 30 June 1998 on strategies to solve problems of land use and resource management in forest areas, which led to a delay in implementation. During the second plan, the Royal Forest Department completed the land use survey in the forest areas, to be followed by land right identification. The department will then be able to allocate the land for cultivation and residence in the highland areas. As for the establishment of legal administrative villages[90], the second plan could implement only 16.33 percent of all target villages proposed in the plan.

Overall highland development in the second plan – field data collection

Based on the field data collection on highland administrative villages, 22.5 percent of the villages were classified as Level 1 (least developed), down from 61.1 percent in the first plan. Overall 59.2 percent of highland communities were upgraded to Level 2 (medium level of development). Most of the hill tribe people were granted Thai citizenship. In border areas, due to frequent migration, only a few obtained citizenship.

[88] The report was prepared in 2001 by NESDB as the Secretariat of the National Committee for the Solution of National Security Involving Hill Tribes and Control of Narcotic Crops. The Third Master Plan will not be formulated; instead, a guideline on highland development 2002-2006 (the nature of which is similar to the master plan) is being prepared as a reference to the line agencies concerned (interview, NESDB, 29/11/01)

[89] The objectives include (1) citizenship issue, (2) natural resource conservation, (3) permanent settlement and (4) quality of life improvement and preparation for integrating into the normal development system without affecting the natural resources.

[90] An administrative village refers to a village legally recognized and numbered accordingly by the government. In highland areas, due to geographical isolation, many villages remain unregistered (they are called *pok ban*, meaning village compound). The aim in the long run is to integrate these village compounds into administrative villages.

The main problems in highland areas are limited cultivation land and low productivity followed by health care problems, drug problems, education and citizenship. People's awareness on the importance of natural resource conservation varies from one area to another.

Concerning education, the majority of highland people have completed the primary level and there is a tendency to continue to the high-school level. About 24.5 percent of highland people cannot communicate in the Thai language. As for health care, most highland communities have access to health care services, except for remote villages. The main health problem in highland areas is diarrhoea, followed by stomach problems and malaria. People in remote villages have very limited information on heath and sanitation, although most of them know how to store food, go to latrines and use contraceptives.

In terms of occupation, agriculture is the main economic activity of high land people. The cultivation pattern changed from slash-and-burn to dry and wet rice production, due mainly to the scarcity of slashable land. The average size of land holding is 18 *rai* per household. Most agricultural areas have no land rights, as they are located in forest reserve areas. The average annual income per household is B31 126 and the average income per head B7 323. Hill tribe people have low income, due to the fact that their production is only for self-consumption and not for sale. Most of them do not dispose of any financial means to change their occupation.

Concerning participation, most hill tribe people participate in political and development activities. They have become aware of the significance of natural resource conservation. For language reasons, village leaders are the key actors in communicating with the government. As for narcotic issues, the narcotic crop cultivation area is declining rapidly, owing largely to government initiatives. However, the drug problem remains widespread in highland communities.

Recommendations

The implementation of the Second Master Plan looks closely at the target population. Past development efforts had achieved the concrete results in hill tribe people identification. It is expected that implementation under the normal system[91] can be achieved in the future. The natural resource conservation has not yet been achieved due to the limitations of the Cabinet resolution of 30 June 1998. To hasten the process of highland development, there are some recommendations:

- The Royal Forest Department should carry out the land allocation scheme in highland areas. An effective development strategy needs to be defined in terms of agriculture and infrastructure in the forest areas, along with the promotion of local participation in natural resource conservation.

- Continuous efforts are required to establish legally administrative villages under the cooperation of the Department of Local Administration (DOLA) and the forest department. DOLA should adjust some regulations related to village settlement in highland areas in reference to the resolution of 30 June 1998.

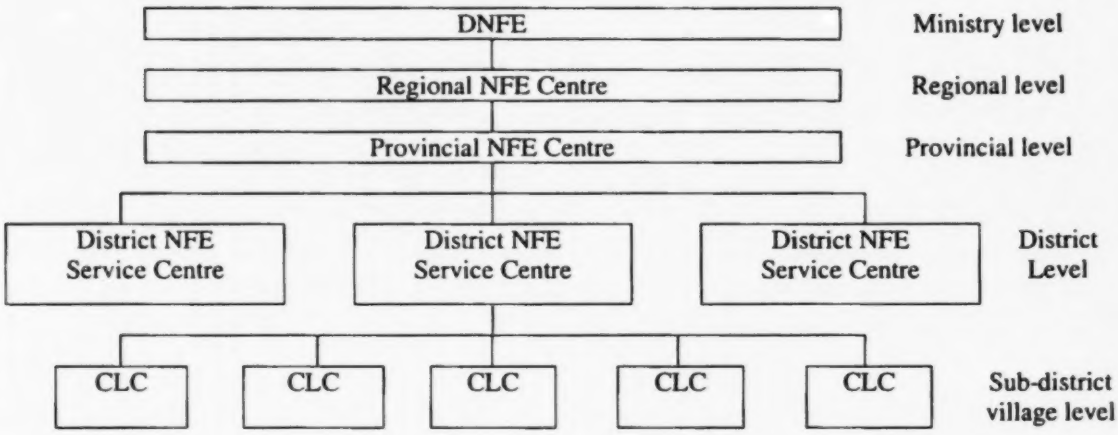
[91] "Normal system" here refers to the situation where the support activities of highland development will be transferred to relevant line agencies, instead of DPW mobile teams or special development projects taking care of a wide area concerning development and welfare.

- Future development should focus on the main problems in highland areas, i.e. education and health, especially in Mae Hong Son, Chiang Rai, Tak and Chiang Mai provinces. Formal and non-formal education should be promoted. Vocational opportunities should be explored to enable additional income and prevent forest encroachment by the hill tribe people.

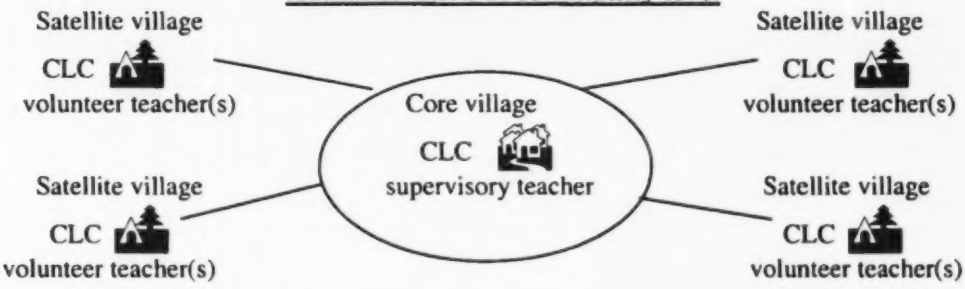
- About 2 387 village compounds, not legally established, receive no government development assistance. To facilitate access to social services by these village compounds, DPW should be the key agency to carry out development activities. Level 2 villages should be targeted first, before expanding to Level 3 villages. External assistance (from organizations outside of the Thai government) should focus on social services, occupational skills and natural resource conservation.

Annex V: DNFE CLC

Structure and management

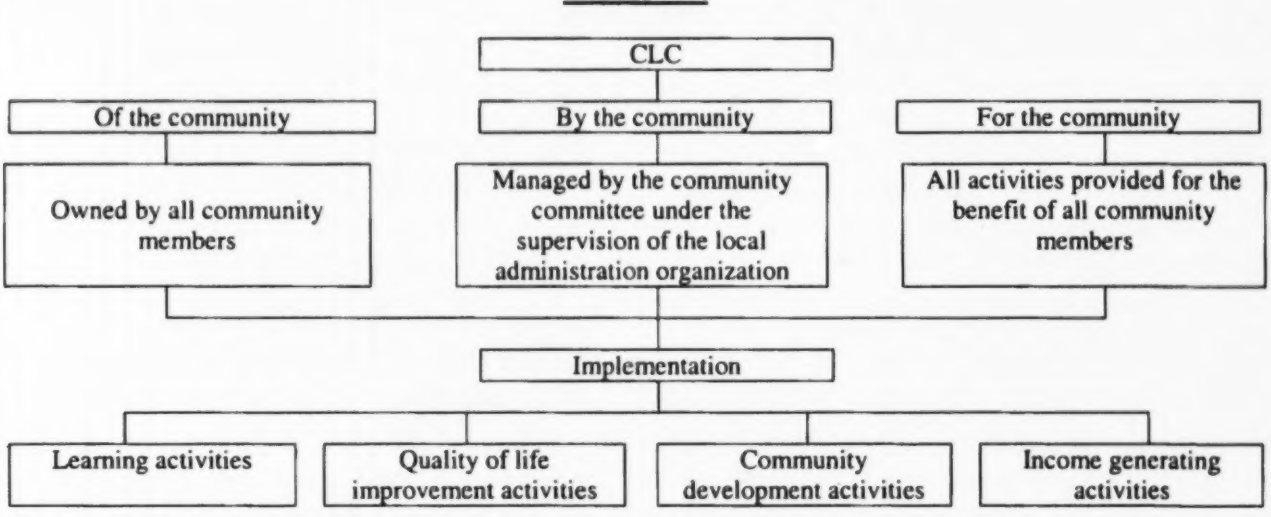


Administration at community level



Source: *Case study: The hill-tribe community learning centre "Mae Fa Luang"*

CLC model


CLC
Of the community
By the community
For the community
Owned by all community members
Managed by the community committee under the supervision of the local administration organization
All activities provided for the benefit of all community members
Implementation
Learning activities
Quality of life improvement activities
Community development activities
Income generating activities

Source: *Department of Non-Formal Education, 2000*

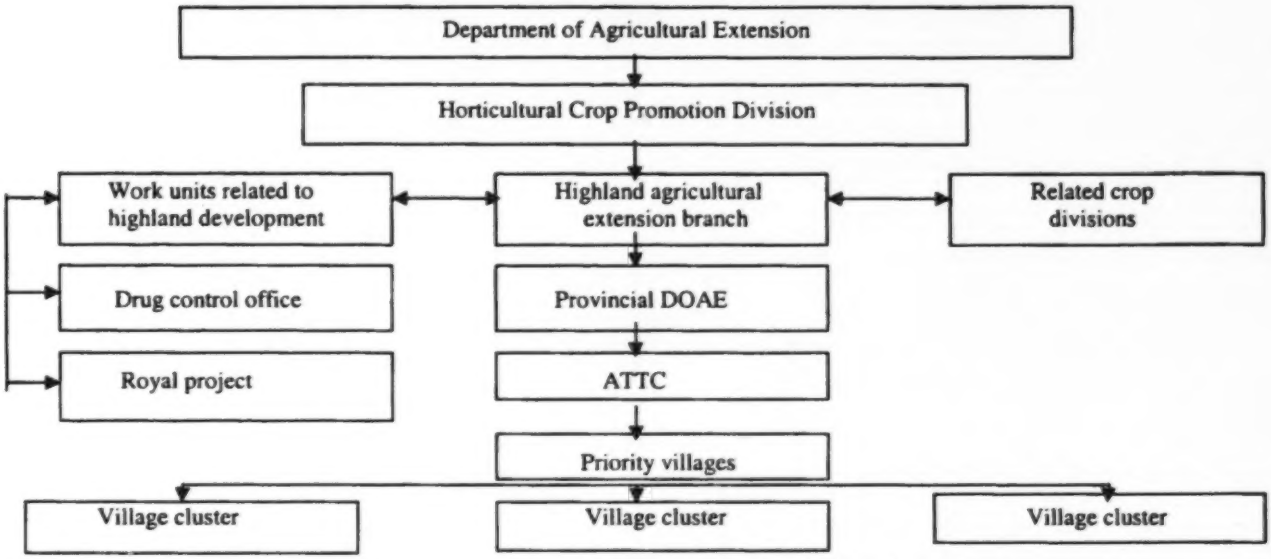
Annex VI: DNFE primary education for hill area community curriculum 1999

Contents	*Credit hours*	*Objectives **
BASIC SKILLS (2 100 credit hours: 391 objectives)		
Thai language (1 400 hours: 191 objectives)		
Thai I (includes preparatory Thai)	700	36
Thai II	400	79
Thai III	300	76
Mathematics (700 hours: 200 objectives)		
Mathematics I	268	74
Mathematics II	212	60
Mathematics III	220	66
LIFE AND SOCIAL EXPERIENCE (3 900 hours: 505 objectives)		
1. The home	189	41
2. The community	127	16
3. Food	125	16
4. Illness	340	46
5. Mother and child	88	7
6. Crops	238	20
7. Land	142	22
8. Forest	80	21
9. Opium	64	12
10. Domestic animals	69	15
11. Merchants	286	53
12. Non-agricultural occupations	137	22
13. Local handicrafts	318	70
14. Local technology	122	19
15. Natural phenomena	252	47
16 Tribal identity	175	17
17 Thai citizenship	272	43
18 Information and communication	54	12
19 Contacting agencies	42	6
20 "Local curriculum"	780	-

Notes: •*The curriculum may be adopted to meet the special conditions and needs of particular communities. This includes making changes in content, teaching/learning methods, study time, and learner evaluation.*
• *"Objectives" here indicates the number of criteria that students need to clear in order to pass the course.*

Source: *Department of Non-formal Education*

Annex VII: DOAE highland agricultural extension structure



Source: *Highland agriculture from the past to present*

Highland agriculture extension (officers) according to the 1995-1999 plan

Title	Subject matter specialist			Agricultural officer	Home economics officer	
Grade	7	6	3-5	2-4/5	2-4	Total
Central Region						
Highland agriculture extension branch	1	1	1[a]	1	-	5
Field offices						
Chiang Mai	-	1	10	11	3	25
Chiang Rai	-	1	3	3	1	8
Lamphun	-	-	1	1	-	2
Loei	-	1[b]	-	1[b]	-	2
Kanchanaburi	-	1[c]	-	1[c]	-	2
Mae Hong Son	-	1[d]	-	1[d]	-	2
Total	1	6	16	19	4	46

* Holding concurrent posts at provincial DOAE offices in (a) Chiang Mai and Chiang Rai; (b) Loei; (c) Kanchanaburi; and (d) Mae Hong Son

Highland agriculture staff (Temporary Employee, FY1999)

	General adm officer	Agri officer	Agri staff	Home eco. staff	Data recorder	Driver	Daily worker	Planting staff	Guard	Temp worker	Total
Central region											
Highland agri. ext. branch	1	3	-	-	2	2	1	-	-	-	9
Field office											
Chiang Mai	-	6	5	8	-	1	2	4	4	50	76
Chiang Rai	-	3	5	3	-	1	4	4	2	20	42
Lamphun	-	2	1	1	-	-	1	2	1	5	13
Highland ext centre											
Doi Tung	1	5	5	2	1	2	5	4	2	-	27
Loei	-	1	2	1	-	-	1	2	1	10	18
Kanchanaburi	-	1	2	1	-	-	1	2	1	10	18
Mae Hong Song	-	1	2	1	-	-	1	2	1	10	18
Tak provincial DOAE	-	1	2	1	-	-	-	-	-	-	4
Han provincial DOAE	-	1	2	1	-	-	-	-	-	-	4
Total	2	23	24	18	3	7	16	21	12	105	229

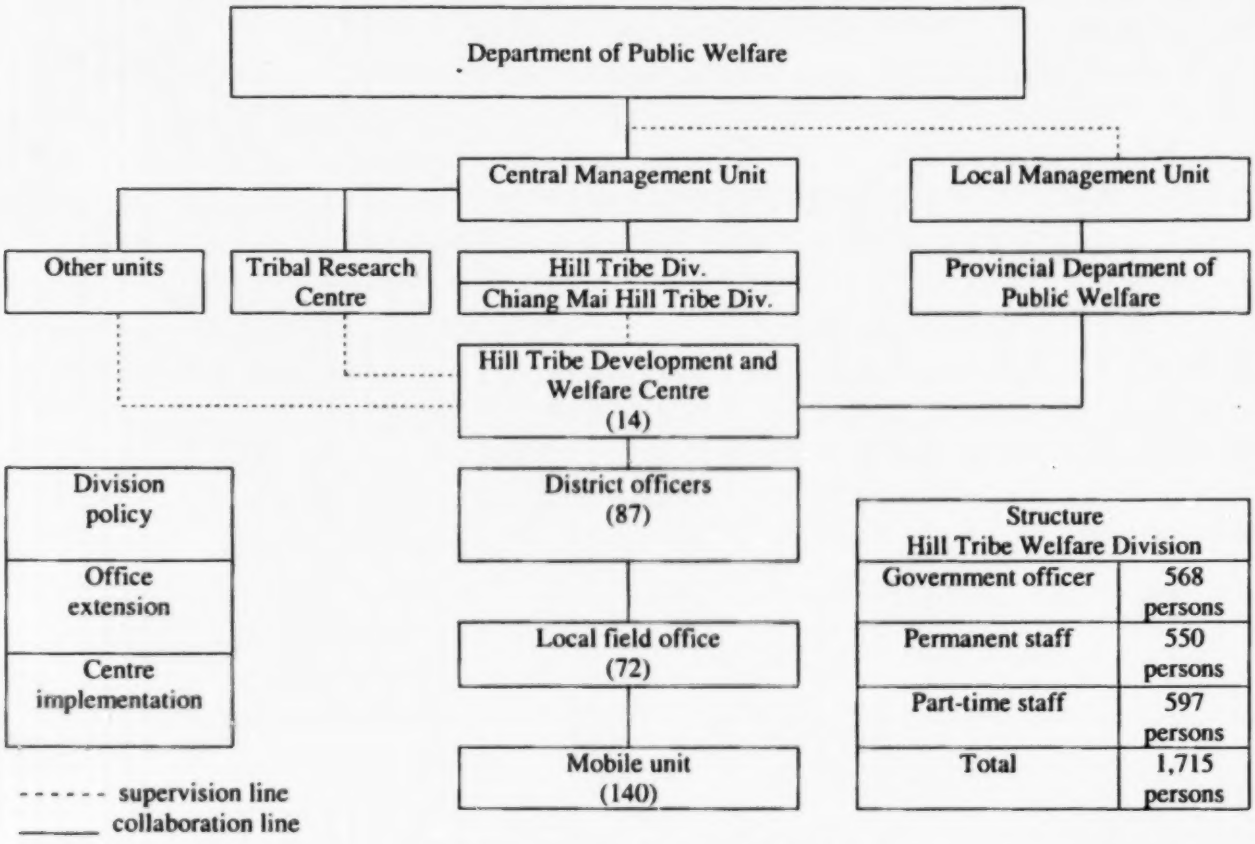
Source: *Highland agriculture in the next century*

Annex VIII: DOAE highland community agricultural services and technology transfer centres: examples of activities

- Agricultural extension (rice, vegetables, horticulture, fruit, flowers, etc)
- Upstream water management
- Natural resource conservation
- Provision of seeds to extension areas
- Soil conservation
- Reforestation
- Social forestry project
- Paddy rice foundation in villages
- Promotion of medicine funds
- Training on agricultural product processing and preservation
- Training on upstream water management
- Training on handicraft making
- Advice on nutrition
- Agricultural production experimentation
- Research on highland crops
- Collection of information on highland/tropical crop species

Source: *Highland ATTC brochure*

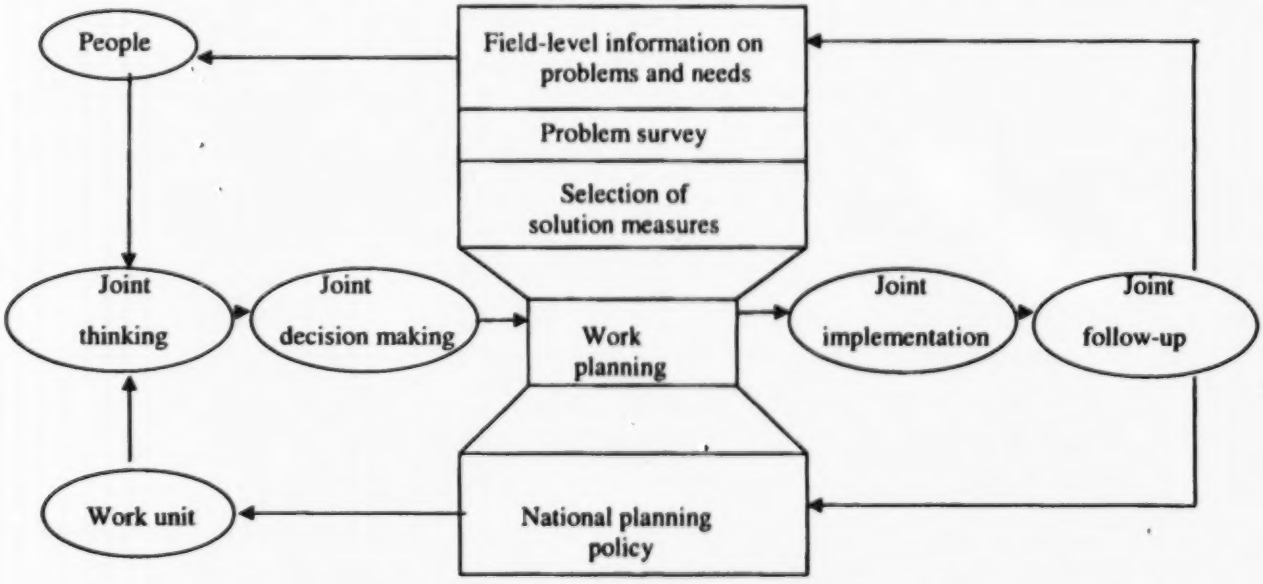
Annex IX: DPW hill tribe public welfare and development structure



Structure Hill Tribe Welfare Division	
Government officer	568 persons
Permanent staff	550 persons
Part-time staff	597 persons
Total	1,715 persons

Source: *Summary Report, Hill Tribe Development and Welfare, DPW, 2000*

Collaboration structure



Source: *Brochure, Hill Tribe development and welfare centre, Chiang Mai*

Annex X: DPW hill tribe welfare and development in 1999 and 2000

Activity	Amount	
	1999	2000
1. Development of quality of life		
1.1 Hill tribe occupational development		
Maintenance and demonstration	1 738 *rai*	1 532 *rai*
Promotion of crop cultivation	31 798 *rai*	22 197 *rai*
Promotion of conservative crop cultivation	5 055 *rai*	3 910 *rai*
Prevention of deforestation(1999)/promotion of reforestation (2000)	500 *rai*	275 *rai*
Vocational and environmental conservation training	2 020 persons	1,360 persons
Income upgrading (B1 200/person/year in the past in 1999)/ (B2 500/person/year in the past in 2000)	B2 500 /person/yr	B3 900 /person/yr
1.2 Social development in hill tribe community		
Support of child development centres	117 centres	121 centres
Preparedness of pre-school hill tribe children	3 732 persons	3 800 persons
Support of audio-visual aids and equipment to the child development centres	127 centres	121 centres
Support of temporary schools	12 schools	18 schools
Support of stationery and equipment to the hill tribe school	36 schools	36 schools
Support of Buddhist ordination for hill tribe people	372 persons	300 persons
Support of Buddhist monks' activities	1 838 villages	1 838 villages
Training on prevention and solving of drug users	665 persons	665 persons
Provision of welfare services for drug users	770 persons	770 persons
Provision of family welfare and occupational assistance revolving fund for persons affected by HIV/AIDS	500 families	500 families
Provision of social welfare services for hill tribe families	550 families	550 families
1.3 Basic public utility development		
Maintenance of laterite road	931 km 1 080 villages	550 km 1 100 villages
Improvement of drinking water and consumption water resources	931 resources 1 035 villages	194 resources 900 villages
2. Politics and administration		
Coordination with the Department of Local Administration in allocation of Thai nationality to the hill tribe	284 790 persons	284 790 persons
3. Conservation of natural resources and environment		
Promotion of conservative crops cultivation	36 790 *rai*	36 790 *rai*
4. Promotion of highland ecotourism project		
4.1 Construction of hill tribe cultural centres	13 provinces 36 centres	-
4.2 Construction of accommodations in local style	16 accommodations	-
4.3 Setting up of hill tribe open markets	2 markets	-
4.4 Improvement and maintenance of laterite road	339 km	-
4.5 Training for officers and hill tribe people	-	8 courses 365 persons
5. Project of eco-development for hill tribes		
5.1 Conservation and restoration of forestry		
Forestry conservation	78 344 *rai*	78 344 *rai*
Restoration of forestry areas at Royal Initiation	14 134 *rai*	14 134 *rai*
Reforestation	3 899 *rai*	8 221.5 *rai*
5.2 Soil and water conservation by promotion of conserved crop cultivation	3 462 *rai*	3 462 *rai*
5.3 On-farm/off-farm occupational development, potential development of community organization and provision of social welfare for the disadvantaged	72 villages	72 villages
5.4 Promotion of village revolving fund for social and occupational development	B1 521 478	B1 600 000
6. Project of wellbeing families model village		
Development of the target village to attain a higher level of wellbeing	27 villages 10 311 persons	28 villages 10 311 persons
7. Project of eco-development for the hill tribes in celebration of the 72nd birthday anniversary of HM the King		
Promotion of occupational development of hill tribes	-	14 provinces 72 villages 5 990 families 30 940 persons
8. The Royal project		
Encouragement to cultivate preserved crops and crop growing in cool weather as substitution to narcotic plants	-	8 provinces 82 villages 16 050 persons

Source: *DPW Annual Report 1999/2000*

U.S. Department of Education
Office of Educational Research and Improvement (OERI)
National Library of Education (NLE)
Educational Resources Information Center (ERIC)

REPRODUCTION RELEASE

(Specific Document)

I. DOCUMENT IDENTIFICATION:

Title: **Case Study on Education Opportunities for Hill Tribes in Northern Thailand: Implications for Sustainable Rural Development. RAP publication 2002/05**

Author(s): Rika Fujioka

Corporate Source: FOOD AND AGRICULTURE ORGANIZATION (FAO)

Publication Date: 2002

II. REPRODUCTION RELEASE:

In order to disseminate as widely as possible timely and significant materials of interest to the educational community, documents announced in the monthly abstract journal of the ERIC system, *Resources in Education* (RIE), are usually made available to users in microfiche, reproduced paper copy, and electronic media, and sold through the ERIC Document Reproduction Service (EDRS). Credit is given to the source of each document, and, if reproduction release is granted, one of the following notices is affixed to the document.

If permission is granted to reproduce and disseminate the identified document, please CHECK ONE of the following three options and sign at the bottom of the page.

The sample sticker shown below will be affixed to all Level 1 documents

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY

Sample

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

1

Level 1

☑

Check here for Level 1 release, permitting reproduction and dissemination in microfiche or other ERIC archival media (e.g., electronic) and paper copy.

The sample sticker shown below will be affixed to all Level 2A documents

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL IN MICROFICHE, AND IN ELECTRONIC MEDIA FOR ERIC COLLECTION SUBSCRIBERS ONLY, HAS BEEN GRANTED BY

Sample

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

2A

Level 2A

☐

Check here for Level 2A release, permitting reproduction and dissemination in microfiche and in electronic media for ERIC archival collection subscribers only

The sample sticker shown below will be affixed to all Level 2B documents

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

Sample

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

2B

Level 2B

☐

Check here for Level 2B release, permitting reproduction and dissemination in microfiche only

Documents will be processed as indicated provided reproduction quality permits.
If permission to reproduce is granted, but no box is checked, documents will be processed at Level 1.

I hereby grant to the Educational Resources Information Center (ERIC) nonexclusive permission to reproduce and disseminate this document as indicated above. Reproduction from the ERIC microfiche or electronic media by persons other than ERIC employees and its system contractors requires permission from the copyright holder. Exception is made for non-profit reproduction by libraries and other service agencies to satisfy information needs of educators in response to discrete inquiries.

Sign here, → please

Signature:

Printed Name/Position/Title: DR. S. M. HAZELMAN SENIOR EXTENSION EDUCATION AND COMMUNICATION OFFICER

Organization/Address: FAO Regional Office Asia & Pacific
Maliwan Mansion, 39 Phra Atit Road, Bangkok 10200
Thailand

Telephone: (66-2) 697-4145

FAX: (66-2) 697-4445

E-Mail Address: Malcolm.Hazelman@fao.com

Date: 30/04/03

RC023943

(over)

III. DOCUMENT AVAILABILITY INFORMATION (FROM NON-ERIC SOURCE):

If permission to reproduce is not granted to ERIC, *or*, if you wish ERIC to cite the availability of the document from another source, please provide the following information regarding the availability of the document. (ERIC will not announce a document unless it is publicly available, and a dependable source can be specified. Contributors should also be aware that ERIC selection criteria are significantly more stringent for documents that cannot be made available through EDRS.)

Publisher/Distributor:
Address:
Price:

IV. REFERRAL OF ERIC TO COPYRIGHT/REPRODUCTION RIGHTS HOLDER:

If the right to grant this reproduction release is held by someone other than the addressee, please provide the appropriate name and address:

Name:
Address:

V. WHERE TO SEND THIS FORM:

Send this form to the following ERIC Clearinghouse: ERIC/CRESS AT AEL
1031 QUARRIER STREET - 8TH FLOOR
P O BOX 1348
CHARLESTON WV 25325

phone: 800/624-9120

However, if solicited by the ERIC Facility, or if making an unsolicited contribution to ERIC, return this form (and the document being contributed) to:

ERIC Processing and Reference Facility
1100 West Street, 2nd Floor
Laurel, Maryland 20707-3598

Telephone: 301-497-4080
Toll Free: 800-799-3742
FAX: 301-953-0263
e-mail: ericfac@inet.ed.gov
WWW: http://ericfac.piccard.csc.com

EFF-088 (Rev. 9/97)
PREVIOUS VERSIONS OF THIS FORM ARE OBSOLETE.